

Massachusetts Department of Revenue Division of Local Services

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Lynn Public Schools Review

Executive Order 393

*Education Management Accountability Board Report
December 2000*

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I. Introduction

The Massachusetts Education Reform Act (MERA) of 1993 has three major goals: to increase student achievement; to achieve adequate funding for all local and regional school districts over a seven-year period; and to bring equity to local taxation efforts based on a community's ability to pay. In February 1997, the Governor issued Executive Order 393 to evaluate the education reform program that was nearing the end of its fourth year. In FY99, Massachusetts General Laws (M.G.L.) Ch. 70 state aid for education had reached \$2.6 billion. With an investment of this magnitude in the Commonwealth's schools, it is critical to "review, investigate and report on the expenditures of funds by school districts, including regional school districts, consistent with the goals of improving student achievement." To that end, Executive Order 393 established the Education Management Accountability Board (EMAB).

The Secretary of Administration and Finance, serving as chief of staff to the EMAB, selected a team of auditors from the Department of Revenue's (DOR) Division of Local Services (DLS) to conduct the school district reviews. DOR's Director of Accounts is the chief investigator with authority to examine municipal and school department accounts and transactions pursuant to M.G.L. Ch. 44, §§45 and 46A. The reviews are conducted in consultation with the State Auditor and the Commissioner of Education.

The audit team began the review of LPS in May 2000, and completed it in June 2000. As part of this review, the audit team conducted a confidential survey of employees of the school district and included the results in this report. School officials cooperated fully with the audit team.

The Executive Summary includes some of the more significant observations and findings of the review of LPS' operations. When possible, the audit team has identified and presented best practices, which may be adopted by other school districts. The report discusses all results, best practices, deficiencies and recommendations in greater detail in the "General Conditions and Findings" section.

II. Executive Summary

SUMMARY

Over the past three years LPS has made progress in achieving some of the key goals of education reform. These initiatives include developing a professional development plan, which received commendation from the U. S. Department of Education, aligning the curriculum to the state frameworks and providing on site support staff to coach teachers on how to implement these frameworks. In addition, LPS is one of the first districts in the state to link principals' pay raises with improvements in test scores. Presently, the current Superintendent's initiatives are not always fully accepted by the majority members of the school committee. In recent months this resistance to certain practices has come from

members of the school committee who opted to negotiate certain principals' contracts, remove support staff for curriculum alignment in each school building and diminish the professional development program under its present form. The net result of this is a school system, which has a very high level of tension between the Superintendent and the four majority members of the school committee. The present Superintendent is devoting a significant amount of his time and effort in justifying to the public the benefits of his initiatives. The majority block of school committee members took office in January 2000 and have been very critical of the Superintendent's initiatives. At the close of the audit fieldwork the Superintendent and the Mayor have requested the Commissioner of Education to rule on certain decisions made by the school committee. The net effect of this conflict is a school system that is in crisis. Thus LPS faces significant challenges in the near future. The ability to overcome these challenges will depend largely on resolving the conflicts between the school committee members and the Superintendent, and the ability of community leaders to bring all parties together for the benefit of all students.

The current Superintendent began his tenure in September of 1998. The Superintendent has over 30 years of experience at all levels of this school system and has cultivated and promoted generally from within. The only major exception to this was the hiring of a consultant who was also given the title of acting associate superintendent. This decision was made in an effort to provide the consultant with the authority to help develop a standardized curriculum and related training program for the system. This acting associate superintendent would also review the results of this effort and make adjustments accordingly under the direction of the Superintendent. Overall the style of the current Superintendent is one of a centralized management process versus a decentralized management process. This, he felt, was necessitated in an effort to bring consistently applied teaching methods in the area of curriculum to the district.

Test scores are below the state average but MCAS scores show improvement from 1998 to 2000, however, they are still below the state average scaled scores for all grades in all subjects. The district does not have a remedial program for students who failed the test. In June of 1998, the DOE, based on the MCAS results categorized 19 of the 24 schools in Lynn as "in need of improvement". Since then LPS has implemented several initiatives to improve student achievement and staff accountability.

Less progress has been made in the areas of annual updates of school improvement plans, the upgrading of old school buildings, enhancement of library books in the schools and the availability of computers at the elementary and middle school levels.

Lynn is a low-income city located near Boston. Enrollment has increased significantly and at a much higher rate than the state average. Total school district expenditures for FY99 are \$108.1 million, or 88.24 percent higher than in FY93. LPS did not exceed the foundation budget from FY94 to FY99. For the FY93-FY99 period teaching positions increased 38.8 percent while student enrollment increased by 20.4 percent.

The district FY98 average teacher salary reported to DOE of \$44,509 was \$458 or 1.0 percent higher than the state average of \$44,051.

The State Ethics Commission is presently conducting an investigation into possible violations of the state ethics laws by the Superintendent. As of this report date the investigation was still ongoing.

OVERVIEW [Section 1]

- The city of Lynn is a low-income urbanized center located near Boston.
- A unique aspect of Lynn is its cultural diversity. People from 71 different countries reside here. There are 875 qualifying immigrant and refugee students enrolled in the Lynn Public Schools. Many of the immigrant and refugee students are transients, because they are enrolled in a school in September, return to their homeland during the winter, then return to school in the spring. Limited English proficiency is at 13.8 percent, much higher than the state average of 4.7 percent.
- LPS high school graduating class of 1997 indicated that 61.1 percent intended to go on to a 2 or 4 year college, a rate lower than the 71.8 percent state average. The percent of graduates planning to go to work was 23.6 percent, a rate higher than the state average of 16.2 percent. In 1998, the high school dropout rate was 5.6 percent, significantly higher than the state average of 3.4 percent.

ENROLLMENT [Section 2]

- LPS headcount increased from 12,014 in FY92 to 14,747 in FY99, or 22.7 percent. This increase was almost two times the state average increase of 13.6 percent during this time.
- DOE requires each school district to submit an individual school report that certifies the total number of students in the district for that particular school year each October 1st. There have been some major variances between the individual school report and the report from data generated from the parent information center over the past several years not including the current school year (99-00). The principals in preparing the individual school report did not always remove the discharges from their enrollment figures, therefore overstating their individual enrollments. The director of the parent information center (P.I.C.) put a new data purification system into place in 1999. Beginning with the 99-00 school year the P.I.C. director reviews the enrollment figures that are submitted by the principals and matches them against the figures submitted by the parent information center. If any variances exist, the P.I.C. director immediately reconciles them. Once the enrollment figures on both reports agree within a reasonable margin of error the enrollment figures are sent to the business manager who prepares the foundation enrollment report. This practice will be followed in subsequent years.

SCHOOL BUDGET PROCESS [Section 3]-

- LPS School Committee reviews the budget materials in detail, adjusting positions, requested monetary amounts, materials and also transferring functions as desired from one arena of accountability to another. The approved school budget is submitted to the city council for final approval and adoption, once the state aid amounts are solidified and a tax rate can be set.

TOTAL SCHOOL DISTRICT EXPENDITURES [Section 4]

- Total school district expenditures for FY99 are \$108.1 million, or 88.5 percent higher than in FY93.
- LPS per pupil spending, as a percentage of the state average, has been rising since FY94. LPS is slightly below the state average for per pupil spending.

COMPLIANCE WITH SPENDING REQUIREMENTS [Section 5]

- LPS did not exceed the foundation budget from FY94 to FY99.
- Expenditures did not reach foundation budget for any of the key areas in any of the fiscal years except for books and equipment in FY99.
- LPS exceeded the net school spending requirement in every fiscal year from FY94 to FY99

STAFFING – FULL TIME EQUIVALENT (FTE) TRENDS [Section 6]

- LPS increased FTE's between FY93 and FY99. Total FTE's increased by 635.4 between FY93-FY99, which included 298.5 teaching positions or a 38.8 percent increase. In those years total student enrollment increased by 20.4 percent.

TEACHER COMPENSATION [Section 7]

- Between FY93 and FY99, expenditures for salaries rose \$28.9 million or 91.4 percent. Total teaching salaries rose \$22.8 million or 91.2 percent.
- The district FY98 average teacher salary reported to DOE of \$44,509 was \$458 or 1.0 percent higher than the state average of \$44,051.
- Union contracts annual increases plus step increases for teachers have increased by 48.5 percent from 1993 to 1999.

SPECIAL EDUCATION [Section 8]

- In FY99, special education students represent 17.3 percent of the total school enrollment.
- In FY99, total special education expenditures account for approximately \$19.2 million.

TEXTBOOKS AND OTHER INSTRUCTIONAL SERVICE EXPENDITURES [Section 9]

- In most cases the libraries have an inadequate supply of reading material available to the students. During the school tours, the auditors noted that the shelves were not overflowing with books. In some cases the conditions of the libraries were not conducive to learning.

ACCOUNTING AND REPORTING [Section 10]

- The audit team was satisfied that the expenditure reports were generally an accurate representation of LPS expenditures. The audit team was satisfied that adequate safeguards exist for proper internal controls.
- LPS currently has a flexible accounting system that allows school officials to track expenditures by program, accountable unit, or statutory classification. The district and the city recently converted to a new accounting package. During the conversion process (October 1999) the school department had problems accessing certain aspects of the software package thus limiting them in predicting spending for the balance of the year. This coupled with the fact that the system opened two new schools, which required overtime spending for custodians, a significant rise in fuel costs, and a large benefits buyout due to employee deaths resulted in budget problems in FY2000. In addition, state Chapter 70 monies were less than originally expected in FY2000. As a result of the above LPS was forced to reduce spending in the maintenance, administration and supplies accounts late in FY2000 to cover a shortfall. These monies were used to cover payroll expenses, which had a subsequent projected overspending of \$1.3 million. These budget cuts amounted to \$.8 million. A request by the superintendent in the amount of \$670,000 was presented to the City Council to pay a prior year deficit with current year funds. LPS is not certain if \$670,000 is the bottom line according to the school business administrator. This vote was taken on August 08, 2000. The audit team compared previous years' expenditures to budget amounts and found no overspending in these areas. It was noted, however, that financial reports are not submitted to the school committee on a regular basis. The school committee presently approves warrants for all expenditures.

REVIEW OF EXPENDITURES [Section 11]

- The audit team reviewed FY99 expenditures in detail. The review showed that purchasing and payment procedures were properly followed.

MANAGEMENT AND PERSONNEL PRACTICES [Section 12]

- The current superintendent began his tenure in September of 1998. His current management team is comprised of experienced educational professionals.

The Superintendent has over 30 years of experience at all levels of this school system and has cultivated and promoted generally from within. The only major exception to this was the hiring of a consultant who was also given the title of acting associate superintendent. This decision was made in an effort to provide the consultant with the authority to help develop a standardized curriculum and related training program for the system. This acting associate superintendent would also review the results of this effort and make adjustments accordingly under the direction of the superintendent.

- Overall the style of the current superintendent is one of a centralized management process versus a decentralized management process. This he felt was necessitated in an effort to bring consistently applied methods in the area of curriculum to the district. His initiatives were not always fully accepted by the teachers or administrators in the district. In recent months this resistance to certain practices has also come from certain members of the school committee who opted to negotiate principals' contracts and eliminate the professional development program under its present form. At the close of our fieldwork the superintendent has gone before the Commissioner of the Department of Education for rulings on these matters.
- LPS has contained within the teacher's union contract a section, which allows teachers with professional status to "bid/bump" within the system on an annual basis. This greatly limits any authority principals may have in hiring and retaining the teachers they wish to employ. Occasionally and for compelling reasons, a principal may deny the bid subsequent to interviewing the teacher. The principal must submit written reasons to the Superintendent who makes the final decision. If the Superintendent approves denying the bid, he must place the teacher in an available open position.

PROFESSIONAL DEVELOPMENT [Section 13]

- The United States Department of Education is currently considering LPS among a dozen school districts around the United States for its National Awards Program for Model Professional Development.
- LPS did not meet minimum spending requirements for FY94 through FY96.

SCHOOL IMPROVEMENT PLANS [Section 14]

- The 1997 and 2000 school improvement plans addressed three-year periods. The district allowed for yearly updates at the discretion of individual principals. M.G.L. Chapter 71, §59C mandates that schools develop and update annual school improvement plans for all of its schools. The district should follow this mandate and produce improvement plans annually.

STUDENT LEARNING TIME [Section 15]

- LPS met DOE's time requirements at the high school, middle, and the elementary schools for school year 1999/00.

COURSE LOAD AND CLASS SIZE [Section 16]

- LPS has classes in excess of 25 students in certain schools.

TECHNOLOGY [Section 17]

- DOE approved LPS' five-year technology plan in December of 1996. The plan projected to spend a total of \$17.1 million by the end of year five.
- There are more than 3500 computers connected to over 30 servers and an array of peripheral components throughout the LPS district. Most elementary and middle schools have one computer lab with additional computers and Internet access found in the library. Only the high schools have an ample supply of computers in every classroom. There were very few computers in the classroom in the middle and elementary schools; therefore, the students spend an average of one hour per week in the computer lab. The district has 4.3 students per computer, better than the state average of 7.2. The average rises to between 15 and 20 students per computer in the elementary and middle schools.

MAINTENANCE AND CAPITAL IMPROVEMENT [Section 18]

- The auditors conducted interviews and made site visits to all twenty-five public schools. All of the facilities appeared to be clean and maintained. Most of the buildings, which were visited by the audit team, are in need of capital repair. The average school building is 67 years old. Space is also an issue due to increasing enrollments, and parental choice for the sixth grade.
- In 1999, a weekly checklist, which is filled out by the senior custodian and reviewed by the principal, was instituted. This checklist is a good mechanism to keep a check on the everyday maintenance and custodial issues.
- LPS has a five year capital improvement plan and has invested over \$70,000,000 in new construction, renovations to older schools and improvements since 1993. Since education reform Lynn has built 2 new schools (Classical High and Marshall's Wharf annex to the Vocational Technical High School) and is in the process of renovating one school (English High School). English High School is 2 – 3 years behind schedule according to the capital improvement plan.

HIGH SCHOOL ACCREDITATION [Section 19]

- LPS high schools are accredited.

TEST SCORES [Section 20]

- Test scores are generally below the state average.
- MCAS scores show that LPS scored below the state average scaled scores for all grades in all areas. There is no required remedial program for students who fail the test.
- SAT scores have been below the state average.
- The Massachusetts Educational Assessment Program (MEAP), the state's educational testing program from 1988 to 1996, showed that LPS increased in all four subject matters for grades 4 and 8 between 1988 and 1996.
- Results from the 1999 Iowa Tests of Educational Development (ITED) indicate that 59 percent of LPS 3rd graders demonstrated a high degree of proficiency in fundamental skills of reading.

CURRICULUM DEVELOPMENT [Section 21]

- As of our audit date, LPS curriculum was aligned to the state frameworks in the four core subject areas with the exception of grades 9 through 12 social studies.

GRADE THREE TRANSIENCY [Section 22]

- Lynn has a somewhat stable student population in the lower grades, as determined by figures from the 1999 3rd grade Iowa reading test, in comparison to 14 communities of similar population to Lynn. LPS's transiency percentage of 19.0 is below the state average of 20.4 percent. LPS has a stable population percent of 81.0 percent, above the state average of 79.6 percent.

DROPOUT AND TRUANCY [Section 23]

- Lynn's dropout rate for FY98 was 2.2 percent higher than the state average of 3.4 percent.
- LPS offers nine alternative school programs to keep at risk children in the system. This includes a high school with after workday hours and a program for pregnant teens. These programs have contributed to the overall decrease in the dropout rates.

SURVEY RESULTS

- A total of 2,000 questionnaires were delivered to school staff and 638 responses were received and tabulated, a response rate of 31.9 percent.

BEST PRACTICES

- In 1999, a weekly school maintenance checklist, which is filled out by the senior custodian and reviewed by the principal, was instituted. This checklist, which goes to the Superintendent's Office, is a good mechanism to keep a check on the everyday maintenance and custodial issues.
- The LPS curriculum was realigned three years ago to adopt the knowledge, concepts, and skills contained in the Massachusetts Curriculum Frameworks. Curriculum guides in the four core content areas were developed to include learning objectives; standards based lessons and informal assessments. These curriculum guides were developed to assist teachers in translating the state learning standards into productive educational practices in each of the four curriculum areas. Instructional Facilitators are also located in each school to provide pedagogical and curriculum support aligned to the Massachusetts Curriculum Frameworks and the Principles of Effective Teaching as defined by the Massachusetts Education Reform Act of 1993. By having the Instructional Facilitators based at each school the district feels that they can assess needs and focus on how and what students are taught.
- The principals will not receive salary increases unless they meet their goals of improved student achievement in the MCAS. LPS is the only school system in the Commonwealth to tie administration salaries to test results.

Auditee's Response

The audit team held an exit conference with the Superintendent and his administrative staff on September 29, 2000. The team invited LPS to suggest specific technical corrections and make a formal written response.

Review Scope

In preparation for the school district reviews, the audit team held meetings with officials from DOE, the State Auditor's Office, and other statewide organizations and read published reports on educational and financial issues.

DOE provided data including the end-of-year reports, foundation budgets and statewide comparative data. The DOR's Division of Local Services Municipal Data bank provided demographic information, community profiles, and overall state aid data.

While on site, the audit team interviewed officials including, but not limited to, the Mayor, the city comptroller/auditor, several school committee members, the school Superintendent, deputy superintendents, school business manager, the director of pupil services, principals, the directors of staff development and instructional support, and technology. Documents reviewed included vendor and personnel contracts, invoices, payroll data, and statistics on students and teachers as well as test results and reports submitted to DOE.

In keeping with the goals set out by the EMAB, the school district review was designed to determine whether or not basic financial goals related to education reform have been met. The audit team gathered data related to performance such as test scores, student to teacher ratios and class sizes to show results and operational trends. However, this report does not intend to present a definitive opinion regarding the quality of education in LPS, or its successes or failures in meeting particular education reform goals. Rather, it is intended to present a relevant summary of data to the EMAB for evaluation and comparison purposes.

The focus of this review was on operational issues. It did not encompass all of the tests that are normally part of a year-end financial audit such as: review of internal controls; cash reconciliation of accounts; testing compliance with purchasing and expenditure laws and regulations; and generally accepted accounting principles. The audit team tested financial transactions. The audit team also excluded federal grants, state grants except for Equal Education opportunity (EEO) and Per Pupil Education Aid, revolving accounts, and student activity accounts. The audit team did not test statistical data relating to enrollment, test scores and other measures of achievement. This report is intended for the information and use of EMAB and LPS. However, this report is a matter of public record and its distribution is not limited.

III. General Conditions and Findings

1. Overview

Lynn, incorporated as a city in 1850, is a low-income urbanized center located on the North Shore approximately ten miles north of Boston. Its 1996 population was 81,075, down 0.2 percent from 1990. A mayor and an eleven-member city council govern the city. There is a six-member school committee. The mayor acts as chairman of the school committee. Four city councilors and all school committee members are elected at-large to a two-year term.

Lynn derives its revenues from the following sources: 58.8 percent from state aid; 29.5 percent from tax levies; 9.4 percent from local receipts; and 2.2 percent from other sources. The unemployment rate is 4.0 percent with per capita income of \$13,026, below the state average of \$17,200. In 1996 there were 9,700 fewer jobs than in 1985 due in large part to a reduction in workforce at General Electric.

Like many Massachusetts school districts, Lynn faced budgetary pressures in the early 1990's as a result of an economic recession and the associated decline in municipal state aid for education. Lynn has received \$321.8 million in Chapter 70 funds since FY94.

Charts 1-1 and 1-2 present some key economic and demographic statistics for Lynn.

Chart 1-1

**City of Lynn
Economic Data**

1996 Population	81,075	FY99 Tax Levy	\$54,082,441
1989 Per Capita Income	\$13,026	FY99 Levy Limit	\$59,184,963
FY99 Residential Tax Rate	\$17.73	FY99 Levy Ceiling	\$63,967,606
FY99 Average Single Family Tax	\$1,976	FY99 State Aid	\$107,713,344
FY99 Avg. Assessed Value	-	FY99 State Aid as a	-
Per Single Family	\$111,459	Percent of Revenue	58.8%
1996 Average Unemployment Rate	4.0%	7/1/98 Free Cash	(\$1,357,384)

Note: Data provided by DLS

Chart 1-2

**Lynn Public Schools
Demographic Data 1998/99**

1999	LPS	State	1998	LPS	State
<u>Race / Ethnicity:</u>					
White	45.3%	77.1%	% Attending Private School	12.6%	10.0%
Minority	54.7%	22.9%	High School Drop-Out Rate	5.6%	3.4%
			<u>Plan of Graduates:</u>		
Limited English Proficiency	13.8%	4.7%	4 Year College	32.6%	53.2%
Special Education	16.3%	16.6%	2 Year College	28.5%	18.6%
Eligible for Free/Reduced			Work	23.6%	16.2%
Priced Lunch	54.3%	25.8%			

Note: Data provided by DOE. Special Education data as of October 1998.

As of our audit date, the district consists of five high schools (grades 9-12), five middle schools (grades 6-8), and nineteen elementary schools, (thirteen grades K-6 and six grades K-5). The district's central administration offices are located independently from all school buildings.

As of our audit date, the Superintendent has been in the position for two years, and has over thirty years experience in the LPS system.

A unique aspect of Lynn is its cultural diversity. People from 71 different countries reside here. There is a significant number of qualifying immigrant and refugee students enrolled in LPS. Many immigrant and refugee students are transients because they are enrolled in a school in September, return to their homeland during the winter, then return to school in the spring. Limited English proficiency is at 13.8 percent, much higher than the state average of 4.7 percent.

2. Enrollment

Several measures may be used to report actual student enrollment. This audit uses actual and projected student headcount and also foundation enrollment, both as of October 1. Projected enrollment is reviewed by the audit team to determine reasonableness in methodology and use in school construction or in academic decision making.

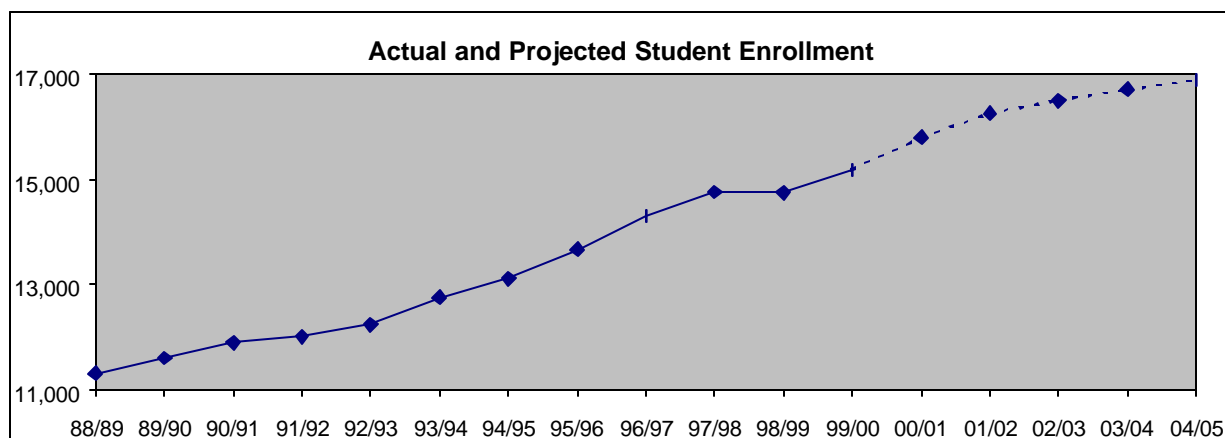
Headcount: Actual and Projected

Headcount is based upon students enrolled at each school as annually reported to DOE on the Individual School Reports.

Chart 2-1 illustrates LPS enrollment trend from October 1, 1988, the 1988/89-school year, to October 1, 1998, the 1998/99 school year. Enrollments projected by the district are shown from October 2000 to October 2004.

Chart 2-1

Lynn Public Schools Actual and Projected Student Enrollment School Years 1988/89 to 2004/05



Note: Enrollment for school year as of October 1st. Data obtained from LPS.

DOE requires each school district to submit an individual school report that certifies the total number of students in the district for that particular school year each October 1st. The principal of each school within the district submits the individual school report containing the enrollment for that particular school to the Superintendent's office. The Superintendent's office prepares a school summary report which combines all of the individual school reports into a cumulative summary of enrollment within the district.

An annual enrollment report is generated by the parent information center, and submitted to the school business manager, who prepares the foundation enrollment report. This report is based the demographic information that is provided by each student upon LPS enrollment.

Finding

There have been some major variances between the individual school report and the report from data generated from the parent information center over the past several years not including the current school year (99-00). The principals in preparing the individual school report did not always remove the discharges from their enrollment figures thereby overstating their individual enrollments.

Recommendation

The district should continue the reconciliation process that began in school year 1999/00. The enrollment director reviews the enrollment figures submitted by the principals and matches them against the figures submitted by the parent information center. If any variances exist, the enrollment director immediately reconciles them with the principal. Once the enrollment figures on both reports agree, they are sent to the business manager who prepares the foundation enrollment report. It was indicated to the audit team that the district expects to continue this practice in future years.

Chart 2-2 illustrates LPS' actual and projected student enrollment as well as percentage distribution by grade level for selected school years from October 1, 1991 to October 1, 2004. The chart indicates:

- LPS' total enrollment percentage increase between FY92 and FY99 exceeded the state average by almost double.
- The chart shows a trend of decreasing enrollment percentage at the elementary school level and an increase at the middle and high school levels.

Ungraded enrollment includes special education and bilingual students in separate classrooms and tuitioned-out students. In school year 1999/00, some elementary schools retained a grade 6 concept at the request of the school committee. All other elementary schools are grades 1 – 5. For the purpose of *Chart 2-2*, all elementary schools are shown as grades 1 – 6.

Chart 2-2

**Lynn Public Schools
Actual and Projected Student Enrollment**

School Year	Elementary School			Middle School		High School		Other	Total Enrollment	
	Pre K & K	1 - 6	%	6 - 8	%	9 - 12	%		%	
91-92	1,313	5,956	61%	1,541	13.0%	2,804	23.0%	400	3.0%	12,015
92-93	1,437	6,233	63%	1,690	14.0%	2,728	22.0%	154	1.0%	12,243
93-94	1,510	6,327	61%	1,860	15.0%	2,798	22.0%	276	2.0%	12,772
98-99	1,595	6,928	58%	2,468	17.0%	3,443	23.0%	313	2.0%	14,748
99-00	1,742	6,546	55%	3,070	20.0%	3,622	24.0%	200	1.0%	15,181
00-01	1,800	6,271	51%	3,463	22.0%	4,129	26.0%	140	1.0%	15,804
04-05	2,000	6,450	50%	3,650	22.0%	4,631	27.0%	160	1.0%	16,892
LPS 92-99% Change	21.5%	16.3%		60.2%		22.8%				22.7%
State 92-99% Change	9.5%	14.9%		19.8%		11.9%				13.6%
LPS 00-05% Change	14.8%			18.9%		27.9%				11.3%

Note: Data obtained from LPS. Actual and projected enrollments separated by double-line

Foundation Enrollment

Foundation enrollment is based upon students for whom the district is financially responsible. It is used in the calculation of each district's required spending on its own students and amount of Chapter 70 state aid each district receives to assist with the cost.

According to DOE, statewide foundation enrollment increased by 14 percent between FY93 and FY99. DOE determined that above average and high foundation enrollment growth communities are concentrated along route I-495, west and north of the Boston metropolitan area, yet also appear in a few communities on Cape Cod and in western Massachusetts.

By apportioning regional, choice and charter school students back to their member communities, DOE categorized foundation enrollment growth levels as shown in *Chart 2-3*. On

this basis, LPS' foundation enrollment increase from 11,671 in FY93 to 14,289 in FY99, or by 22.4 percent, categorizes it as above average in growth.

Chart 2-3

Massachusetts Foundation Enrollment

<u>Growth Level Category</u>	<u>Cities/Towns</u>	<u>Percent</u>
Decreasing	44	13%
Low (0% to 10%)	101	29%
Average (10% to 20%)	102	29%
Above Average (20% to 30%)	64	18%
High (Over 30%)	40	11%

Note: Data obtained from DOE

3. School Budget Process

This section examines the school budget process and the school committees review process to determine how financially sensitive decisions are made and how objectives of education reform are thought out.

School Budget Development

LPS administrative leadership establishes a budget for each fiscal year. The process involves a complete analysis of staffing (FTE) counts by grade and school facility so that appropriate class size and building staffing needs can be met as requested by principals to meet projected enrollments. Non-salary needs from the management plan are prioritized and included within the budget review process as fiscal constraints allow. Building principals have control of any remaining funds designated for educational materials and textbooks or other school supplies not budgeted for systemwide.

The school department budget is formulated in several ways. It is a general school-operating budget showing prior year budget amounts as well as proposed amounts for the next fiscal year and the resulting increases and decreases in funding for salary or non-salary categories. The budget documents are also developed as school staffing mechanisms presented by school; the number of FTE's for each grade level and other positions as FTE counts both for the present period and for the proposed fiscal year. The budget is also shown by function for administrative categories within the school system and for system wide activities. Overhead budgeted expenses are also shown in comparison format by school facility for review and comparison from year to year and school to school. Along with the FTE budgeting the school department shows budgetary data by school and grade level.

School Budget Review

LPS school committee reviews the budget materials in detail, adjusting positions, requested monetary amounts, materials and also transferring functions as desired from one arena of accountability to another. The approved school budget is submitted to the city council for final approval and adoption, once the state aid amounts are solidified and a tax rate can be set.

Certain Goals and Objectives

LPS has consistently been a below foundation community until FY 2000. Key areas of the foundation budget categories have not received priority in the budgeting process. The audit team has found that not providing for foundation in the key areas is not uncommon in districts throughout the state. Foundation budgeting and net school spending will be discussed in section 5 of this report. LPS has significantly increased its spending on professional development, but this effort has only been started during the past 2 years and is interwoven with curriculum revision to meet frameworks criteria and for direct efforts to improve MCAS scores. Prior to the last two years, spending on professional development has lagged.

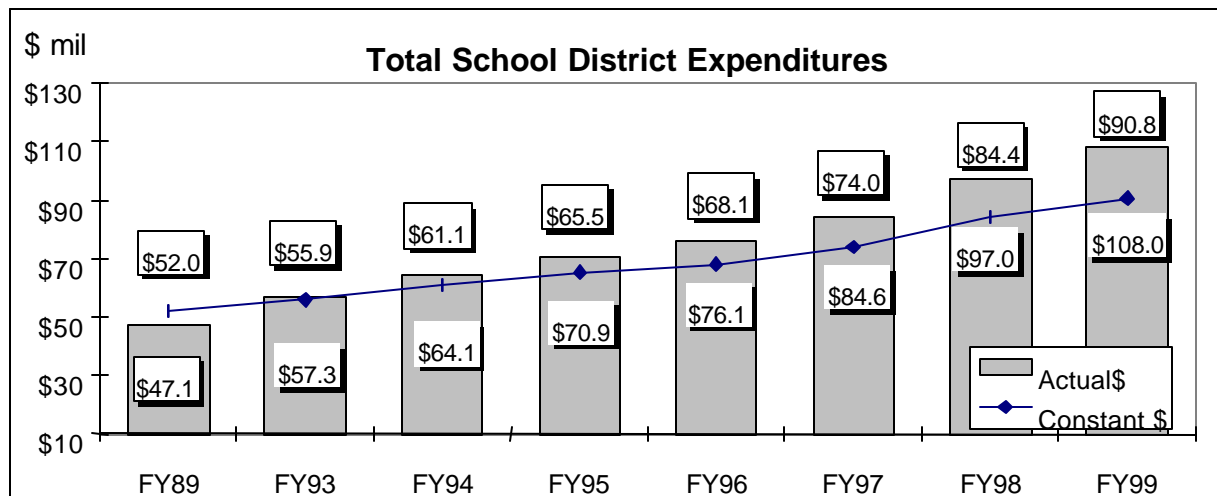
4. Total School District Expenditures

Total school district expenditures include school committee approved appropriations, and appropriations by the municipality for school purposes as reported in the DOE end of year report. This section reviews spending by function, by program and on a per pupil basis. Spending includes FY93 EEO and per pupil aid. One measure of per pupil spending calculated and reported by DOE is presented for comparison purposes. The audit team reviewed spending factors but not student FTEs or methodologies used in DOE's calculations.

Total Spending

Chart 4-1 illustrates LPS' total school district expenditure trend in both actual and in constant dollars for FY89 and for FY93 to FY99. In constant dollars, where FY92 is set at 100, the chart illustrates how expenditures fared with respect to inflation over time.

Chart 4-1

Lynn Public Schools**Total School District Expenditures in Actual and Constant Dollars
FY89 and FY93-FY99**

Note: Data obtained from LPS. Numbers in bars represent actual \$ and above bars constant \$

Spending by Function

Chart 4-2 illustrates in summary total district expenditures by function and by percentage distribution for selected fiscal years. Appendix A-1 provides the detail for this chart. The chart indicates a steady increase across the board in overall spending in all applicable areas

Chart 4-2

Lynn Public Schools**Total School District Expenditures By Function
(in millions of dollars) and By Percentage Distribution**

	FY93	% of Total	FY95	FY97	FY99	% of Total	FY93 - FY99	
							\$ Diff.	% Diff.
Instructional Services	\$23.3	40.7%	\$41.9	\$53.7	\$65.0	60.2%	\$41.7	178.9%
Other Services	\$11.4	20.0%	\$14.2	\$17.5	\$22.4	20.8%	\$11.0	96.1%
Municipal Services	\$12.5	21.8%	\$14.8	\$13.4	\$20.6	19.1%	\$8.1	65.1%
EEO	\$8.9	15.5%	\$0.0	\$0.0	\$0.0	0.0%	-\$8.9	-100.0%
FY93 Per Pupil Aid	\$1.2	2.1%	\$0.0	\$0.0	\$0.0	0.0%	-\$1.2	-100.0%
Total School District:	\$57.3	100.0%	\$70.9	\$84.6	\$108.0	100.0%	\$50.7	88.5%

Note: Data provided by LPS. Percentages may not add due to rounding.

Spending By Program

Chart 4-3 illustrates in summary total school expenditures by program and percentage distribution for selected fiscal years. *Appendix A-2* provides the detail for this chart. The chart indicates that the largest dollar and percent increases between FY93 and FY99 was in regular day with an increase of \$27 million or a 218.7 percent increase.

Chart 4-3

Lynn Public Schools

Total School District Expenditures By Program (in millions of dollars) and By Percentage Distribution

	\$ FY93	% FY93	\$ FY95	\$ FY97	\$ FY99	% FY99	FY93 - FY99 \$ Diff.	FY93 - FY99 % Diff.
School and Municipal:								
Regular Day	\$12.3	21.5%	\$26.7	\$33.3	\$39.3	36.4%	\$27.0	218.7%
Special Education	\$8.1	14.1%	\$12.2	\$15.2	\$19.2	17.8%	\$11.1	137.6%
Bilingual	\$1.6	2.7%	\$2.3	\$2.8	\$3.5	3.2%	\$1.9	124.4%
Occ. Ed., Adult Ed., Expanded	\$1.9	3.4%	\$2.2	\$2.8	\$4.1	3.8%	\$2.2	113.2%
Undistributed	\$23.3	40.7%	\$27.5	\$30.5	\$41.9	38.8%	\$18.6	79.7%
Total:	\$47.2	82.4%	\$70.9	\$84.6	\$108.0	100.0%	\$60.8	128.8%
Equal Educational Opportunity	\$8.9	15.5%	\$0.0	\$0.0	\$0.0	0.0%	-\$8.9	-100.0%
FY93 Per Pupil Aid	\$1.2	2.1%	\$0.0	\$0.0	\$0.0	0.0%	-\$1.2	-100.0%
Total School District:	\$57.3	100.0%	\$70.9	\$84.6	\$108.0	100.0%	\$50.7	88.5%

Note: Data provided by LPS. Percentages may not add due to rounding.

Per Pupil Spending

DOE annually calculates per pupil spending based upon programmatic costs and total average membership in FTEs reported on the end-of-year reports. Certain expenditures and school choice tuitions are excluded. Regular day programs are those where students receive a general course of instruction. Special education programs are for students whose educational needs cannot be satisfied in a regular day program. Total day costs are the sum of all programmatic costs.

Chart 4-4 shows DOE's calculation of per pupil spending for regular, special education and total day programs. Note that LPS per pupil spending, as a percentage of the state average, has been increasing slightly overall for total day programs and also for regular day programs, but has been declining slightly as a percentage of program spending in the special education area.

Chart 4-4

Lynn Public Schools
Per Pupil Spending - Day Program

Fiscal Year	Regular Day			Special Education					
	LPS	State Avg.	LPS% of State Avg.	LPS	State Avg.	LPS% of State Avg.	LPS	State Avg.	LPS% of State Avg.
FY94	\$3,555	\$4,369	81.4%	\$ 7,384	\$ 7,666	96.3%	\$4,511	\$5,235	86.2%
FY95	\$3,944	\$4,528	87.1%	\$ 7,608	\$ 8,241	92.3%	\$4,845	\$5,468	88.6%
FY96	\$4,079	\$4,737	86.1%	\$ 8,666	\$ 8,873	97.7%	\$5,289	\$5,750	92.0%
FY97	\$4,793	\$4,933	97.2%	\$ 8,831	\$ 8,391	105.2%	\$5,741	\$6,015	95.4%
FY98	\$4,950	\$5,221	94.8%	\$ 8,703	\$ 9,873	88.1%	\$6,088	\$6,361	95.7%
FY99	\$5,238	\$5,481	95.6%	\$ 9,259	\$10,502	88.2%	\$6,626	\$6,684	99.1%

Note: Data provided by DOE

5. Compliance with Spending Requirements

Pursuant to education reform, DOE determines a required school spending target, or foundation budget, and an annual school spending requirement, or net school spending, for each school district. In addition, the law requires action on the part of a district when certain spending amounts are not met. This section determines compliance with these requirements. One measure of per pupil spending reported by DOE is presented for comparison purposes.

Foundation Budget

The foundation budget is a target level of spending designed to ensure a quality level of education in each school district. DOE determines a foundation budget by using several factors and by including an annual adjustment for inflation. All school districts are expected to meet their total foundation budget by FY00.

Chart 5-1 illustrates that LPS has consistently been an under foundation community. Although not presented in this chart, LPS budgeted to exceed its FY00 total foundation budget.

Chart 5-1

Lynn Public Schools**Meeting Total Foundation Budget Target
(in millions of dollars)**

	FY94	FY95	FY96	FY97	FY98	FY99
Foundation Budget Target	\$73.3	\$77.3	\$84.6	\$90.0	\$96.5	\$101.0
Required NSS as % of Foundation	79.7%	84.2%	87.0%	91.7%	94.5%	97.4%
Actual NSS as % of Foundation	79.8%	84.3%	86.9%	91.7%	94.6%	97.8%

Note: Data obtained from DOE. FY99 actual NSS is budget.

The foundation budget also establishes spending targets by grade and program. These targets are intended as guidelines only and are not binding on school districts. To encourage an appropriate level of spending, M.G.L. Ch.70, §9 requires a school district to report to the Commissioner of Education when it has failed to meet the spending target in any one of four key functional areas: professional development, books and instructional equipment, expanded programs and extraordinary maintenance.

Finding

According to Chart 5-2, expenditures did not reach foundation budget for any of the categories in any fiscal year. LPS did not file a report with the Commissioner's office as required by law for these fiscal years stating its reasons for not meeting these levels nor did DOE direct LPS to submit such report. Appendix B provides the detail for this chart.

Chart 5-2

Lynn Public Schools**Meeting Foundation Budget Target for Key Areas
(by percentage)**

	FY95	FY97	FY99
	NSS/FND	NSS/FND	NSS/FND
Professional Development	0.0%	50.9%	92.2%
Books and Equipment	56.1%	92.5%	86.2%
Expanded Program	0.0%	0.0%	0.0%
Extrodinary Maintenance	0.0%	0.0%	0.0%

Note: Data obtained from DOE and LPS. Percentages calculated using whole dollars.

Executive Order 393 - Education Management Accountability Board

Recommendation

In the future LPS should file a report with the Commissioner of Education's office as required by law stating its reasons for not meeting the foundation budget target levels in any of the key areas noted in the chart above.

Net School Spending

Net school spending is the amount a school district must spend for the support of public education including certain expenditures made by the municipality on behalf of the local school district. It does not include expenditures for certain classes of long-term debt service, school lunches, community services, fixed assets and student transportation. It also does not include tuition revenue.

Chart 5-3 illustrates that LPS has exceeded the actual net school-spending requirement in all years except FY96 when it approximated the 100 percent amount.

Chart 5-3

Lynn Public Schools Meeting Net School Spending (in millions of dollars)

	FY94	FY95	FY96	FY97	FY98	FY99
Required Net School Spending	\$ 58.4	\$ 65.1	\$ 73.6	\$ 82.5	\$ 91.2	\$ 98.4
Actual Net School Spending	\$ 58.5	\$ 65.2	\$ 73.5	\$ 82.5	\$ 91.3	\$ 98.8
Actual as Percentage of Required	100.2%	100.2%	99.9%	100.0%	100.1%	100.4%

Note: Data obtained from DOE

A district's net school spending requirement is the sum of the school district's minimum local contribution and Chapter 70 state aid. Local and regional school districts must provide at least 95 percent of the net school-spending requirement. As illustrated in *Chart 5-4*, LPS local contribution has remained relatively constant but the percentage of local contribution has declined dramatically from 43 percent to 24 percent from FY94 through FY99. During this same time period the state share has dramatically increased in dollars from \$33.4 million or 57 percent to \$74.7 million dollars or 75.6 percent of net school spending.

Chart 5-4

Lynn Public Schools
Local and State Contributions to Actual Net School Spending
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98	FY99
Actual Net School Spending	\$58.5	\$65.2	\$73.5	\$82.5	\$91.3	\$98.8
Actual Local Contribution \$	\$24.1	\$24.7	\$24.7	\$24.9	\$24.5	\$24.1
State Contribution \$	\$33.4	\$40.5	\$48.8	\$57.6	\$66.8	\$74.7
Actual Local Contribution %	43.0%	37.9%	33.7%	30.2%	26.9%	24.4%
State Contribution %	57.0%	62.1%	66.3%	69.8%	73.1%	75.6%

Note: Data obtained from DOE

Per Pupil Actual Net School Spending

Chart 5-5 illustrates LPS' and the state's actual net school spending in actual and constant (1992) dollars on a per student basis. Actual net school spending is calculated by DOE.

Chart 5-5

Lynn Public Schools
Actual Net School Spending Per Student
Actual and Constant (1992=100) Dollars

		FY94	FY95	FY96	FY97	FY98	FY99	FY94 to FY99 Change
LPS	in Actual \$	\$5,053	\$5,426	\$5,798	\$6,237	\$6,571	\$6,976	38.1%
	in 1992 \$	\$4,822	\$5,015	\$5,191	\$5,457	\$5,714	\$5,862	21.6%
State	in Actual \$	\$5,533	\$5,832	\$6,070	\$6,359	\$6,667	\$6,995	26.4%
	in 1992 \$	\$5,280	\$5,390	\$5,434	\$5,563	\$5,797	\$5,878	11.3%

Note: Data obtained from DOE

6. Staffing – Full Time Equivalent (FTE) Trends

This section reviews staffing trends at the district and classroom levels. Data is from October 1 School System Summary Reports submitted annually to DOE. This report includes district

employees on the payroll as of October 1. Teachers are categorized according to their assignments regardless of certification.

Chart 6-1 illustrates LPS staffing in FTEs for three selected fiscal years. Since salaries comprise approximately 56.1 percent of the FY99 total school district expenditures, budget changes closely reflect changes in staffing or FTEs. LPS had a total of 1,261.5 FTEs including 769.7 teachers in FY93. By FY95, total FTE numbers had increased to 1,414.6 while teachers increased to 851.3. In this context, teachers exclude instructional assistants. Guidance counselors, psychologists, cafeteria, custodians, and maintenance personnel are included as all others in the chart.

LPS increased FTEs between FY93 and FY99. Total FTEs increased by 635.4 between FY93- FY99 which included teaching 298.5 positions. In those same years total student enrollment increased by 20.4 percent.

For the FY93 to FY99 period, schools in the district experienced an increase in total FTEs of 50.4 percent while teachers increased by 38.8 percent.

Chart 6-1

**Lynn Public Schools
Staffing Trends in Full Time Equivalent (FTE)**

	Total FTEs	Teachers	Teachers as % of Total FTEs	Instruct. Assists.	Administrators	All Others
FY93	1,261.5	769.7	61.0%	174	50.5	267.3
FY95	1,414.6	851.3	60.2%	270.5	30.0	262.8
FY99	1,896.9	1,068.2	56.3%	310.7	44.0	474
FY93 - FY95	153.1	81.6		96.5	-20.5	-4.5
Incr. / Decr.	12.1%	10.6%		55.5%	-40.6%	-1.7%
FY95 - FY99	482.3	216.9		40.2	14.0	211.2
Incr. / Decr.	34.1%	25.5%		14.9%	46.7%	80.4%
FY93 - FY99	635.4	298.5		136.7	-6.5	206.7
Incr. / Decr.	50.4%	38.8%		78.6%	-12.9%	77.3%

Note: Data obtained from LPS.

Chart 6-2 shows changes in teaching FTEs by type of school or program. The largest increase in teachers occurred at the high school level between FY93 and FY99, when 110.1 FTEs were added. This was a 33.0 percent increase. There were 70.5 FTE teacher positions added at the elementary level.

Chart 6-2

Lynn Public Schools
FTE Teachers By Program
(excluding teaching aides)

				FY93 - FY99	
	FY93	FY95	FY99	Incr.	% Incr.
Early Childhood	9.7	8.0	45.0	35.3	363.9%
Elementary	261.5	289.0	332.0	70.5	27.0%
Secondary	333.9	366.6	444.0	110.1	33.0%
Subtotal	605.1	663.6	821.0	215.9	35.7%
Bilingual/ESL	48.6	46.7	63.2	14.6	30.0%
Special Education	116	141	184	68.0	58.6%
Subtotal	164.6	187.7	247.2	82.6	50.2%
Total	769.7	851.3	1,068.2	298.5	38.8%

Note: Data obtained from LPS.

Chart 6-3 provides information on students per FTE teacher for LPS and statewide. This chart does not represent class size. Course load and class size is detailed in section 16. Student/teacher ratios decreased between FY93 and FY95 and decreased again between FY95 and FY99. The overall ratio for students to teachers was 15.9:1 in FY93, 15.4:1 in FY95 and 13.8:1 by FY99. When adjusted for the number of SPED teachers, using the same total student population for illustration purposes, the resulting all student ratios are somewhat higher.

Chart 6-3

Lynn Public Schools
Students Per FTE Teacher

	FY93	FY95	FY99
All Students / All FTE Teachers	15.9	15.4	13.8
All Students / All FTE Teachers - State Average	13.8	14.9	13.8
All Students / All Non-SPED FTE Teachers	20.2	19.8	18.0
All Students / All Non-SPED FTE Teachers - State Avg.	17.2	18.9	17.7

Note: Data obtained from LPS and DOE

7. Teacher Compensation

Expenditures for teacher salaries are reviewed to determine how the school district has increased expenditures for teachers and how those salaries have increased as a result of union contract agreements.

Chart 7-1 indicates how school salaries have increased in comparison to total school district expenditures. The total expenditure for both salaries and non-salaries has increased more than 90 percent between FY93 and FY99. Some of this increase has been due to the increase in FTE staffing in LPS particularly the teaching staff. It should be noted that the overall level of expenditures in LPS has increased by over 128 percent in only 7 fiscal years. Almost half of this increase is due to salary increases especially for teaching salaries. This increase in salary expenditures and their percentage increase are significantly higher in LPS than in other similar communities that have been reviewed.

Chart 7-1

Lynn Public Schools
Salary Expenditures Compared to Total School District Expenditures
(in millions of dollars)

	FY89	FY93	FY95	FY97	FY99	FY93 - FY99	
						\$ Incr. / Decr.	% Incr. / Decr.
Total School District Expenditures	\$47.1	\$47.2	\$70.9	\$84.6	\$108.0	\$60.8	128.8%
Total Salaries	\$29.4	\$31.7	\$40.7	\$45.2	\$60.6	\$28.9	91.2%
as % of Total Expenditures	62.4%	67.2%	57.4%	53.4%	56.1%	47.5%	
Teaching Salaries	\$23.4	\$25.0	\$32.2	\$40.0	\$47.9	\$22.9	91.6%
as % of Total Salaries	79.4%	78.9%	79.1%	88.5%	79.0%	79.2%	
Non-Teaching Salaries	\$6.0	\$6.7	\$8.5	\$5.2	\$12.7	\$6.0	89.6%
as % of Total Salaries	20.4%	21.1%	20.9%	11.5%	21.0%	20.8%	

Note: Data obtained from LPS. Numbers may not add due to rounding.

Chart 7-2 shows that since FY93 average teacher salary has risen from \$34,786 to \$47,505 per year, representing average individual teacher increases of more than \$12,000 dollars. This increase represents faster growth than the statewide average during the same period. Since FY97 LPS has had higher than average teacher salaries and that trend appears to be continuing with a significant jump for LPS average teacher salaries in FY99 of approximately \$3,000 dollars.

Chart 7-2

Lynn Public Schools
Average Teacher Salary Comparison

	FY89	FY93	FY95	FY97	FY98	FY99
Average Teacher Salary per FTE	\$33,232	\$34,786	\$38,194	\$43,636	\$44,509	\$47,505
DOE Reported State Average	N/A	\$38,681	\$40,718	\$42,874	\$44,051	\$45,149

Note: Data obtained from DOE Executive Order 393 - Education Management Accountability Board

After reviewing the expenditure for teaching salaries in *Chart 7-1*, further analysis of the data indicates that teaching salary increases were 23 percent above the given rate of inflation as shown in *Chart 7-3*. This increase amounted to over \$10.2 million or 47 percent to teaching staff hired prior to FY93.

Chart 7-3

**Lynn Public Schools
Teaching Salary Expenditures
Cost of New Positions and Salary Increases
(in millions of dollars)**

	<u>FY93</u>	<u>FY99</u>	<u>% of Cum. Incr.</u>
Total Teaching Salary Exp.	\$25.0	\$47.9	
Cumulative Increase from FY93		\$22.9	100%
Cost of 3% Inflationary Increase		\$4.9	21%
FY93-FY99 Cost of New Positions		<u>\$12.8</u>	<u>56%</u>
Subtotal		\$17.7	77%
<u>Amount above 3% Annual Increase</u>		<u>\$5.3</u>	<u>23%</u>

Note: Analysis based on data obtained from LPS

Chart 7-4 indicates some very substantial salary increases both in step raises and in annual collective bargaining contracts. As noted in *Chart 7-4*, LPS has negotiated contract increases of 5.5 percent in FY95, 8.4 percent in FY96 and 5.4 percent in FY98. These large increases were combined with annual step increases together totaling 9.8 percent in FY95, 12 percent in FY96 and 8.9 percent in FY98, resulting in increases over the FY94 through FY99 fiscal years of 48.5 percent.

Chart 7-4

**Lynn Public Schools
Teachers Salaries - Step and Contract Percent Increases**

Period	1994	1995	1996	1997	1998	1999	Total
Annual Contract Increase		5.5%	8.4%	3.4%	5.4%	2.9%	25.6%
Step Increase	4.4%	4.3%	3.6%	3.6%	3.5%	3.5%	22.9%
Total	4.4%	9.8%	12.0%	7.0%	8.9%	6.4%	48.5%

Note: Data obtained from LPS

Chart 7-5 shows how salary schedules might apply to a particular teacher for the period of FY94 to FY99 depending on the step and academic degree. Various examples outline different situations. The chart illustrates so-called lane changes due to credits and degree earned such as BA to MA and MA to DOC.

As shown in *Chart 7-5*, a review of salary changes over the period of FY94 to FY99 indicates that the step 11 salary level increased by 26 percent without changing lanes and 33.2 percent if a master's lane was attained. The increases for step 11 at the master's level was 25.8 percent and if a doctorate lane was achieved the increase was 39.7 percent. The largest increase was for teachers starting at step 1 and increasing to step 6 between the periods of FY94 through FY99. These increases ranged from 53.2 percent too as much as 74 percent if the appropriate lane changes were achieved.

Chart 7-5

Lynn Public Schools

Teaching Staff

Step/Degree Summary - Selected Years

	FY94 Base Pay		FY99 Base Pay			FY94-99 % Change	
	Step	Base Pay	Step	Base Pay			
		BA		BA	MA	BA	MA
Teacher A	11	\$33,788	11	\$42,574	\$45,003	26.0%	33.2%
Teacher B	6	\$27,881	11	\$42,574	\$45,003	52.7%	61.4%
Teacher C	1	\$21,973	6	\$34,355	\$36,713	56.4%	67.1%
		MA		MA	DOC	MA	DOC
Teacher A	11	\$35,783	11	\$45,003	\$50,003	25.8%	39.7%
Teacher B	6	\$29,876	11	\$45,003	\$50,003	50.6%	67.4%
Teacher C	1	\$23,967	6	\$36,713	\$41,713	53.2%	74.0%

Note: BA - Bachelor of Arts degree, MA - Master of Arts degree, DOC- Doctorate. Data obtained from LPS.
LPS teachers salary schedules have 5 lanes. Comparisons of BA to MA represents 2 lane changes.
The comparison of MA to DOC represents 2 additional lane changes

Chart 7-6

Comparison of FY94 through FY99 Salary Schedules - Steps 1 and 11

Salary		Initial Entry Level - Step 1				
Lane	FY94	FY95	FY96	FY97	FY98	FY99
BA	\$21,973	\$23,182	\$25,381	\$26,323	\$27,276	\$28,197
BA + 15	\$22,969	\$24,232	\$26,484	\$27,454	\$28,552	\$29,409
MA	\$23,967	\$25,285	\$27,590	\$28,587	\$29,730	\$30,622
MA + 30	\$24,964	\$26,337	\$28,695	\$29,720	\$30,909	\$31,836
DOC	\$25,960	\$27,388	\$29,800	\$30,853	\$34,730	\$35,622

Salary		Highest Level - Step 11				
Lane	FY94	FY95	FY96	FY97	FY98	FY99
BA	\$33,788	\$35,646	\$38,475	\$39,744	\$41,334	\$42,574
BA + 15	\$34,787	\$36,700	\$39,583	\$40,880	\$42,515	\$43,790
MA	\$35,783	\$37,751	\$40,687	\$42,012	\$43,692	\$45,003
MA + 30	\$36,780	\$38,803	\$41,792	\$43,144	\$44,870	\$46,216
DOC	\$37,778	\$39,856	\$42,898	\$44,278	\$48,692	\$50,003

Note: LPS has 5 salary lanes and 11 Steps. Data obtained from LPS.

8. Special Education and Transitional Bilingual Education

Special Education (SPED)

LPS had a SPED participation rate of 17.3 percent in school year 1998, above the state average of 16.6 reported by DOE. Total SPED enrollment in the 1990's has averaged 15.2 percent. The number of SPED students increased significantly from 1992 through 1999. Many of the new students are from out of state and require residential and day placements mandated by their IEPs. The percentage of SPED students, who are considered substantially separate, has fluctuated between a high of 28.2 percent in school year 1992 to a low of 21.7 percent in school year 1997. The demographic changes indicate greater poverty, lower per capita incomes, and higher special needs during the same period.

Chart 8-1

**Lynn Public Schools
SPED Enrollment**

School Year Ending	Total Enrollment	Total SPED	SPED as % of Total	Substantially Separate	Substantially Separate as % of SPED
1992	12,014	1,626	13.5%	458	28.2%
1993	12,242	1,774	14.5%	448	25.3%
1994	12,771	1,832	14.3%	419	22.9%
1995	13,124	1,945	14.8%	440	22.6%
1997	14,306	2,268	15.9%	492	21.7%
1998	14,769	2,411	16.3%	538	22.3%
1999	14,747	2,547	17.3%	599	23.5%

Note: Data obtained from October 1 reports

DOE found the LPS SPED program to be in full compliance with state mandates when the Coordinated Program Review was conducted last year.

The increase in SPED costs from FY93 to FY99 was \$10.1 million or 111 percent, while the increase in total district expenditures for the same period was \$60.8 million, or 128.8 percent. The majority of the SPED increase was due to the increase in SPED tuitions. In an attempt to control some of these tuition costs, LPS is a member of the tuition based North Shore Consortium. LPS houses many of its special needs classes within its facilities.

Chart 8-2

**Lynn Public Schools
Total SPED Expenditures
(in thousands of dollars)**

	FY89	FY93	FY99	FY93 - FY99	
				\$ Incr. / Decr.	% Incr. / Decr.
SPED Program	\$6,697	\$8,080	\$17,313	\$9,233	114.3%
SPED Transportation	\$1,204	\$1,004	\$1,882	\$878	87.4%
Total SPED	\$7,901	\$9,084	\$19,195	\$10,111	111.3%

Note: Data obtained from DOE

Transitional Bilingual Education (TBE)

TBE was first offered in 1972-73 with approximately 225 limited-English proficient students. The program was originally designed for students with Greek and Hispanic backgrounds with limited skills in the English language. During the 1980s Asian refugee children grew to almost 50 percent of the Language Support Program (LSP). In the early 1990s most of the low incidence groups were Greek, Khmer, Russian and Vietnamese; the Hispanic students grew to over 70 percent of the limited-English proficient (LEP) population. Currently, there are approximately 925 students in the Language Support Program representing 43 nationalities. TBE was budgeted \$3,409,880 in 1995 and \$5,464,285 in FY99. This is an increase of \$2,054,405 or 62 percent. TBE enrollment was 903 in FY95 and increased to 1,098 in FY99. The average TBE budget per student was approximately \$4,976.58 in FY99.

As of December of 1996, 124 people with a full-time equivalency of 83.8 staff (55.4 teachers, three counselors, 20.4 paraprofessionals, one secretary, one language evaluator and three administrators) worked with the Language Support Program. Other city programs and grants provided additional 9.5 teachers, 6 aides, one counselor and two SPED chairpersons who also worked directly for language minority students and their families. This provided a total FTE of 64.9 teachers, 26.4 paraprofessionals and eight other staff.

The goal of the Language Support Program is to prepare limited English proficient students to learn successfully in the regular education (mainstream) classroom by providing the necessary support using native language and ESL instruction. The TBE program has a goal of mainstreaming students in three years. This appears to be approximately 7.1 percent of the TBE enrollment. Taking into account that students enter and leave the program during the year, the mainstreaming percentage has ranged from a low of 13.8 percent in the 1999 school year to a high of 36.2 percent in the 1998 school year; which is above the 33 percent rate. One would expect to meet the three-year mainstreaming goal.

Chart 8-3

Lynn Public Schools

Transitional Bilingual Education (TBE) Grades K - 12

School Year	Enrollment	Enrollment	TBE	Number of
Ending	All Students	in TBE	%	Students
				Mainstreamed
1995	13,124	903	6.9%	246
1996	13,679	1,029	7.5%	237
1997	14,306	1,195	8.4%	293
1998	14,769	816	5.5%	295
1999	14,747	1,098	7.4%	151

Note: Data obtained from LPS

9. Textbooks and Other Instructional Service Expenditures

This section reviews instructional service expenditures by grade level for selected fiscal years. These expenditures include textbooks, supplies and other activities involving the teaching of students and exclude salaries.

LPS has amounts budgeted for textbooks and instructional supplies. Budget allocations are per pupil based for each school, with site based management responsibility resting with each principal. Principals and facilitators review each teacher's school year syllabus, teaching materials and supplementary textbooks.

LPS relies on a variety of instructional materials, trade books, individually prepared materials, and various kits for science and math. Curriculum direction is mostly in math; reading and writing at all levels. The material is standardized to co-align with the state frameworks. Textbooks are supplemental as determined by central office. A review of textbook inventories showed that most textbooks have been published within the last ten years.

Finding

In most cases the libraries have an inadequate supply of reading material available to the students. During the school tours, the auditors noted that most library books were in tattered condition and the library in several elementary schools was simply a rolling cart that traveled classroom to classroom. Libraries were not sufficiently supplied with books. In some cases the conditions of the libraries were not conducive to learning.

Recommendation

The district should consider using resources to provide additional library books at all schools. The Massachusetts School Library Media Association recommends the following standards per library: twenty-four books per student and access to seventy-five periodicals.

Chart 9-1 shows actual expenditures for textbooks and instructional materials. The chart indicates a steady increase in expenditures for textbooks from \$405,000 in FY93 to \$994,000 in FY99. This is an increase of \$589,000 or 145.2 percent. Other instructional material expenditures vary from year to year based on the needs and priorities of each school.

Chart 9-1

Lynn Public Schools
Textbooks and Other Instructional Expenditures
(in thousands of dollars)

	FY93	FY95	FY97	FY99	FY93 - FY99	
					\$ Incr.	% Incr.
High School	\$77	\$370	\$909	\$590	\$513	666.2%
Jr. High/Middle	\$64	\$157	\$167	\$527	\$463	723.4%
Elementary	\$278	\$1,047	\$1,510	\$1,408	\$1,130	406.5%
SPED	\$312	\$316	\$674	\$741	\$429	137.5%
Bilingual	N/A	\$65	\$65	\$164	N/A	N/A
Other	N/A	\$143	\$421	\$250	N/A	N/A
Total	\$731	\$2,098	\$3,746	\$3,680	\$2,949	403.4%
Textbooks Only	\$405	\$1,150	\$1,150	\$994	\$589	145.4%
Other Expenditures	\$325	\$947	\$2,596	\$2,685	\$2,360	726.2%
Textbooks / Student	\$33	\$88	\$80	\$67	\$34	103.7%
Exp. / Student	\$27	\$72	\$181	\$182	\$155	574.3%

Note: Data obtained from LPS and DOE. Elementary includes kindergarten and preschool.

10. Accounting and Reporting

The audit team traced LPS accounting records to the figures reported in the general ledger and to DOE. A detailed review of the payable process was also conducted. The audit team met separately with LPS staff and the city comptroller. There is separation of duties and departments within the financial offices of the school department.

There appears to be a good working relationship between the city and the school department. Although most internal controls lie with the school department, the city comptroller serves as another by signing off on all encumbered purchase orders. To serve as a final control feature, the city treasurer has final authority of writing the checks and distributing them.

LPS currently has a flexible accounting system that allows school officials to track expenditures by program, accountable unit, or statutory classification. The district and the city recently converted to a new accounting package. During the conversion process in October of 1999, the school department had problems accessing certain aspects of the software package thus limiting them in predicting spending for the balance of the year. This coupled with the fact that the system opened two new schools, which required overtime spending for custodians, and a significant rise in fuel cost resulted in budget problems in

FY2000. In addition, state Chapter 70 monies were less than originally expected in FY2000. As a result of the above LPS was forced to reduced spending in the maintenance, administration and supplies account late in FY2000 to cover a shortfall. These monies were used to cover payroll expenses, which had a subsequent projected overspending of \$1.3 million. As of the close of our fieldwork these budget cuts amounted to \$.8 million. An amount of \$670,000 was going to be presented to the City Council and passed to pay a prior year deficit with current year funds. This vote was expected on August 08, 2000. There may be more unpaid bills from FY00, which would also be prior year deficiencies. The audit team compared previous years' expenditures to budget amounts and found no overspending in these areas. It was noted, however, that financial reports are not submitted to the school committee on a regular basis. The school committee presently approves warrants for all expenditures.

11. Review of Expenditures

The audit team reviewed FY99 expenditures in detail. The review showed that purchasing and payment procedures were properly followed. Proper controls are in place; signoffs and authorizations are being utilized. The city's purchasing agent is responsible for purchasing and bidding. LPS administers contracts with vendors. Expenditures are properly authorized and reviewed by the school committee and the city comptroller prior to payments being made by the city treasurer. The selection of expenditures and accounts and corroborating data was verified to account records.

12. Management and Personnel Practices

The purpose of this section is to review the Superintendent's management style and practices, as well as the hiring and evaluation processes for administrators and teachers.

Management Practices

During the 1990's the district has had two Superintendents. The former Superintendent held strong ties to the Lynn community. The Superintendent developed a strong relationship throughout the community and many issues were resolved using community involvement. Many schools utilized their own curriculum, teaching techniques, textbooks and instructional materials. This led to development of instructional programs based upon individual school needs and community expectations.

The current Superintendent began his tenure in September of 1998. His current management team is comprised of experienced educational professionals. The Superintendent has over 30 years of experience at all levels of this school system and has cultivated and promoted generally from within. The only major exception to this was the hiring of a consultant who was also given the title of acting associate superintendent. This decision was made in an effort to provide the consultant with the authority to help develop a standardized curriculum and related training program for the system. This acting associate superintendent would also review the results of this effort and make adjustments accordingly under the direction of the Superintendent.

Because LPS is so large, the management structure utilized is through assistant superintendents, directors and principals to manage and direct the efforts of the schools. The Superintendent meets regularly with his leadership team as well as with faculty, parents, elected officials, and local business leaders.

Overall the style of the current Superintendent is one of a centralized management process versus a decentralized management process. This he felt was necessitated in an effort to bring consistently applied methods in the area of curriculum to the district. His initiatives were not always fully accepted by the teachers or administrators in the district. In recent months this resistance to certain practices has also come from certain members of the school committee who opted to negotiate principal contracts and eliminate the professional development program under its present form. At the close of our fieldwork the Superintendent has gone before the Commissioner of DOE for rulings on these matters.

Hiring Process - Principals

The personnel department prepares and distributes a 30-day internal posting for principal vacancies. The personnel director will then paper screen the initial applicants and refer them to an interview committee, which includes parents, school council members, individuals from the business community, teachers and administrators. Previous policy called for a screening committee that included up to three school committee members. The current Superintendent vigorously challenged this part of the policy. He obtained a legal ruling from DOE eliminating school committee members from direct involvement and reducing their role to observers during the process. The final decision of the candidate comes from the Superintendent.

Hiring Process - Teachers

LPS makes every effort to hire certified teachers. Recruitment methods include print advertisement, the Internet, and on campus recruitment. Principals screen, interview and recommend new teacher candidates to the Superintendent for appointment. The personnel director assists the actual screening of applicants. New teachers are subject to employment reference checks and CORIs per LPS hiring policy. Usually interviews for new teachers occur during June and July. Principals do not have the final hiring authority but recommend their choices of candidates to the Superintendent for final approval.

LPS has contained within the teacher's union contract a section, which allow teachers with professional status to "bid/bump" within the system on an annual basis. This greatly limits any authority principals may have in hiring and retaining the teachers they wish to employ. Occasionally and for compelling reasons, a principal may deny the bid subsequent to interviewing the teacher. The principal must submit written reasons to the Superintendent who makes the final decision. If the Superintendent approves denying the bid, he must place the teacher in an available open position.

Evaluation Process

The District Improvement Plan outlines goals for each deputy superintendent and director and includes time frames for meeting each goal. The actual goals are not contained in individual contracts. The goals and time frames contained in the District Improvement Plan form the basis for the evaluations of the deputy superintendents and directors. In addition, the LPS will be using criteria from Principles of Effective Administration as a basis for the evaluation instrument. Implementation is contingent on school committee approval. The school committee determines the salaries and contracts for these employees.

The Superintendent and deputy superintendents evaluate all principals. The Superintendent determines the final pay raise. Principals' last pay raises were variable and based on achievement of goals. The principals will not receive salary increases unless they meet their goals of improved student achievement in the MCAS. LPS is the only school system in the Commonwealth to tie administration salaries to test results.

Finding

In reviewing principal contracts it was noted that four elementary school principals and one middle school principal did not have contracts. These principals chose to go directly to the school committee regarding their contract negotiations. The main point of disagreement was the Superintendent's extension of the work-year from 190 days to 220 days. School committee attempts to negotiate these contracts would be a violation of the education reform law. The Superintendent was forced to get a ruling from DOE stating that responsibility for principal contract negotiations lies with the Superintendent and not the school committee.

Recommendation

Pursuant to Education Reform, it is the responsibility of the Superintendent to negotiate principal contracts.

Since the passage of the Education Reform Act, 11 principals have left the system (two due to death and nine by retirement).

Teachers with professional status are evaluated every two years and are observed routinely and on an ongoing basis during the school year. Teachers with professional status who do not receive a favorable evaluation are required to have a professional development plan drafted with the respective principal. This plan must include specific plans and goals for improvements.

Teachers without professional status are evaluated twice annually per contract and are observed on regular basis throughout the school year. Those non-professional teachers who

do not receive a favorable evaluation must also have a professional development plan drafted with the respective principal.

This plan must include specific plans and goals for improvements. Occasionally and for compelling reasons, teachers without professional status may be terminated. Based on the principal's evaluation and recommendation, the Superintendent will terminate employment. The current Superintendent has terminated five teachers based on principals' recommendations.

13. Professional Development Program

DOE requires school systems to prepare a professional development plan, to update and revise it annually, and meet minimum spending requirements for professional development.

Finding

Prior to school year 1997/98 LPS did not have a formal professional development plan. The district did not monitor course selections and workshops, did not track previous professional development workshops or participants and participation in workshops was taken in the teachers' respective building where they taught as deemed necessary by the respective principal. Monies for a formalized professional development plan was not budgeted until FY99 or school year 1998/99.

Recommendation

Whereas the district initiated a formalized professional development program in school year 1998/99, and has achieved national recognition for it, the district should strive to maintain a high level of commitment in providing professional development training for its staff.

The goal of the current professional development program is to provide systemic professional development supporting a standards-based curriculum development and implementation. To this end the Superintendent and school committee developed a professional development model which included a Director of Staff Development and Instructional Support as well as site based Instructional Facilitators in all schools. The Instructional Facilitators provide pedagogical and curriculum support aligned to Massachusetts Curriculum Frameworks and the Principles of Effective Teaching as defined in the Massachusetts Education Reform Act of 1993. By having the Instructional Facilitators site based at each school the district feels that the Facilitators can assess needs and collaboratively plan future professional development initiatives. Also this site-based model allows the district professional development initiatives to focus on how and what students are taught. Goals for the Staff Development and Instructional Support group are aligned with the Superintendent's district wide goals.

Beginning in 1997, elementary teachers received 5 full days of training in the John Collins Process Writing Program. Over the last three years, 550.5 hours of workshops in the John

Collins Process Writing program were presented to 2,269 participants (principals, instructional facilitators, teachers, and instructional aides).

Also, since 1998, 430 hours of standards-based mathematics workshops were presented to 1,021 participants. In the past two years, 104 hours of training in Wilson Phonics and Spelling have been given to 233 staff members. In summary, LPS professional development plan includes the following professional development programs:

- *John Collins Writing Across The Curriculum (John Collins)*
- *Mimosa Growing with Mathematics (Mimosa)*
- *Connected Math Project (Dale Seymour Publications)*
- *Wilson Reading*

The United States Department of Education is currently considering LPS among a dozen school districts around the United States for its National Awards Program for Model Professional Development.

Finding

During FY95 and FY96, DOE required school districts to spend at a rate equivalent to \$25 per pupil for professional development. This requirement increased to \$50 per pupil for FY97 and \$75 for FY98. In FY99 this requirement was \$100. According to *Chart 13-1*, LPS was over the minimum spending requirements only from FY97 to FY99.

Recommendation

LPS continue to fund professional development in such a manner as to meet DOE minimum spending requirements.

Chart 13-1

Lynn Public Schools

Expenditures for Professional Development (in whole dollars)

	Professional Development	Minimum Spending Requirement	Total Spent as % of Requirement
FY94	\$28,000	N/A	N/A
FY95	\$0	\$300,525	0.0%
FY96	\$82,446	\$317,000	26.0%
FY97	\$748,671	\$661,450	113.2%
FY98	\$1,316,697	\$1,107,675	118.9%
FY99	\$1,518,936	\$1,474,700	103.0%

Note: Data obtained from LPS

Chart 13-2 shows a sample of courses offered, the number of professional development points earned for each course and the number of attendees.

Chart 13-2

**Lynn Public Schools
Selected Professional Development Offerings 1999/00**

<u>Title</u>	<u>PDPs</u>	<u>Attendance</u>
Collins Writing: Grade 1	5	30
Pre K/K New Curriculum	1	65
Mimosa Training Workshops: Grade 3	6	48
Balanced Reading: Early Literacy Workshops	15	36
Connected University	1.5	53
Cross Curriculum Writing Course	5	28
Goal 2000	4.5	43
Writing Staff Development	5	81
Physical Science Workshop	2.5	47
National Science Foundation	5	34
Early Childhood Curriculum	3	47
Teaching Mathematics to Grade 2	20	80
Crisis Response Workshop	12	69
The History of Lynn	9	39
Who's Afraid of Basic Macintosh Computer	30	46
Making Multicultural Books	2.5	86
Basics in Middle School	15	42
Diverse Needs: Middle School Transition	4	29
Revise Curriculum to meet Subject Area Planning	26	72

Note: Information obtained from LPS

14. School Improvement Plans

M.G.L. Chapter 71, §59C mandates a school council at each school that must develop a school improvement plan and update it annually. The audit team reviewed 1997 and 2000 school improvement plans for all schools. In 1997 the district developed guidelines which were updated in 2000.

Although 1997 school improvement plans assessed school needs, had measurable goals, and sought to improve student performance, some did not address certain components of the law

such as the impact of class size, student/teacher ratios, and recommendations for meeting diverse learning needs.

The 2000 school improvement plans were developed more along the lines of the law. The written assessment of goals improved from 1997 to the 2000 plans. The 2000 plans included supporting documentation for written objectives including but not limited to test results, surveys, and demographics.

Finding

The 1997 and 2000 school improvement plans addressed three-year periods. The district allowed for yearly updates at the discretion of individual principals.

Recommendation

M.G.L. Chapter 71, §59C mandates that schools develop and update annual school improvement plans for all of its schools. The district should follow this mandate and produce improvement plans annually.

15. Student Learning Time

Time and learning standards refer to the amount of time students are expected to spend in school. The number of minutes or hours in a school day and the number of days in the school year measure it. As of September 1997, DOE requires 990 instruction hours per year for both secondary (junior high and high schools) and 900 hours of instruction for the elementary and middle schools.

As shown in *Chart 15-1*, LPS student learning time exceeded the 1999/00 DOE school year requirements in the middle school and in the elementary schools. Currently the high school exceeds the DOE requirements by 18 hours. Kindergarten also exceeded the DOE requirements by 25 hours.

Teachers were compensated by \$1,025 annually starting in September 1995 because the length of the day was extended. Also, in FY2000, the school year was extended by two days. Compensation for these two days was given to teachers on a per diem basis.

Chart 15-1

Lynn Public Schools Student Learning Time

	1995/96	1999/00	
	LPS Standard Hours Per Year	DOE Req. Hours Per Year	LPS Standard Hours Per Year
High School	990	990	1008
Middle School	1002	900	1080
Elementary School	900	900	945
Kindergarten	435	425	450

Accountability Board

Note: Data obtained from LPS

16. Course Load and Class Size

Course load reflects the number of students that each teacher is responsible for teaching during a school year. This number is significant because it not only represents the number of students a teacher works with on a daily basis, but also the number of assignments, tests, and/or papers the teacher is responsible for grading. Class size is important because research shows the value of lowering class size on student learning. DOE notes that students attending smaller classes in the early grades make more rapid educational progress than students do in larger classes.

Chart 16-1 shows the average teacher workload of the three Lynn High Schools for the four core class subjects as of October 1999 for the 1999/2000 school year. The student to teacher ratio reflects the number of students that each teacher is responsible for teaching during a school year. The average student to teacher ratio is 134 students per teacher. Math teachers had the smallest ratio with 121.1 per teacher and social studies had the largest ratio with 147.4 students per teacher. Sections per teacher show the average number of periods each core teacher has per core subject. These range from a low of 6.3 sections per teacher for Math to a high of 7.9 sections per teacher in social studies.

Chart 16-1

Lynn Public Schools High School Teacher Course Load 1999/00 School Year

Core Subject	Students	Teachers	Students/ Teachers	Sections/ Teacher
English	4865	40	121.6	7.4
Math	3511	29	121.1	6.3
Science	4374	30	145.8	7.4
Social Studies	4422	30	147.4	7.9

Note: Data obtained from LPS

Chart 16-2 shows the average class size in the Lynn elementary schools. The average number of students in all elementary classes for school year 1999/2000 is 20.33. Fifth grade has the highest average class size with 22.8 students per class, and kindergarten has the lowest average class size at 17.3 students per class. LPS has fifty-one classes with at least 25 students per class. Some of the elementary schools have a sixth grade, which would account for the shortage in classroom space ultimately increasing the number of students in a classroom.

Chart 16-2

**Lynn Public Schools
Elementary Class Size
1999/00 School Year**

Average Classes					Average Classes				
Grade	Classrooms	Students	Class Size	25+	Grade	Classrooms	Students	Class Size	25+
Pre K	63	707	11.2	0	Grade 3	61	1246	20.4	14
K	60	1035	17.3	1	Grade 4	53	1167	22.0	8
Grade 1	68	1322	19.4	4	Grade 5	53	1210	22.8	11
Grade 2	64	1265	19.8	8	Grade 6	16	336 *	21.0	0

Note: Data obtained from LPS

* 6th Graders retained in elementary school per the school committee's request

17. Technology

DOE approved the LPS five-year technology plan in March of 1996. The plan was prepared by the Technology Planning Group as part of the Lynn Tech 2000, a citywide technology planning committee. This group included the Superintendent, deputy superintendent, and executive director of management services, assistant superintendent of curriculum, community members and various K-12 computer personnel. Funding for technology improvements and upgrades has been provided by a combination of school budget appropriation, capital grants, school construction reimbursements and city bonding.

There are more than 3,500 computers connected to over 30 servers and an array of peripheral components throughout the LPS district.

Finding

Most elementary and middle schools have one computer lab with additional computers and Internet access found in the library. Only the high schools have an ample supply of computers in every classroom. There were very few computers in the classroom in the middle and elementary schools. Therefore, the students spend an average of one hour per week in the computer lab. The district has 4.3 students per computer, better than the state average of 7.2. The average rises to between 15 and 20 students per computer in the elementary and middle schools.

Recommendation

The district should consider using resources to provide additional computers in the classrooms at the elementary and middle school levels as included in the initial technology plan.

The plan projected that full implementation would cost \$15,100,000 over 5 years. The plan is in its 5th year and \$17,056,476 or 113 percent has been expended. These expenditures are inclusive of \$11,546,173 for the school committee, \$4,197,238 for bonded technology, \$1,308,065 for grants and \$14,000 for donations. The schools are connected to a Wide Area Network (WAN) and all schools have Internet access. The Internet is provided to LPS through Shore.Net of Lynn MA. The older school buildings have inadequate computer wiring and have outdated inadequate electrical service. These buildings would have to be converted from single phase (outlet with a standard plug capability) to three phase electrical power (outlet with a standard plug plus voice and data capability).

Within the 99/2000 budget, the school committee approved a policy relative to providing technical, training, and technology curriculum integration support for schools. The policy updates the current status and condition of LPS technology, supports technical training, shows funding sources, personnel (FTE) requirements and curriculum support, as well as implementation timeframes.

LPS has installed a new administrative server based software application with municipal financial compatibility to replace an outdated Digital Equipment Corporation (DEC) mainframe. Transfer of the human resources, payroll and position control occurred in November of 1999. A Pentamation student information system was implemented in September 1999.

Although LPS has expended close to \$17 million, the larger investment has been borne by the city of Lynn through the school construction reimbursement program for new construction and major renovations to schools benefiting Lynn at a 90 percent rate of reimbursement.

18. Maintenance and Capital Improvement

The purpose of this section is to review how LPS maintains its facilities to ensure a safe, healthy educational environment and how the district plans for future facility needs.

Maintenance and Site Visits

The auditors conducted interviews and made site visits to all twenty-five public schools. All of the facilities appeared to be clean and maintained. Each school in the district has its own

maintenance and custodial staff. In 1999, LPS initiated a ten-man crew consisting of two plumbers, two electricians, two roofers, two masons, and two painters.

This crew is responsible for maintenance and repairs in all of the schools in the district, which the regular custodial crew in each school was unable to do. In 1999, a weekly checklist, which is filled out by the senior custodian and reviewed by the principal, was instituted. This checklist is a good mechanism to keep a check on the everyday maintenance and custodial issues. Most of the buildings, which were visited by the audit team, are in need of capital repair. The average school building is 67 years old. Space is also an issue due to increasing enrollments, and parental choice for the sixth grade. The school committee gave parents a choice of whether to keep sixth graders in elementary school or send them to middle school.

Capital Improvements

LPS has a five year capital improvement plan and has invested over \$70,000,000 in new construction, renovations to older schools and improvements since 1993. Since education reform, Lynn has built 2 new schools (Classical High and Marshall's Wharf annex to the Vocational Technical High School) and is in the process of renovating 1 school (English High School). English High School is 2 – 3 years behind schedule according to the capital improvement plan.

Lynn receives a 90% reimbursement for both new construction and major renovation initiatives. LPS has a current plan for 1999 through 2004 to spend \$120,000,000 in major renovations.

19. High School Accreditation

The Lynn Vocational and Technical Institute (LVTI) received its most recent accreditation from the New England Association of Schools and Colleges (NEAS&C) in 1996. The Commission on Technical and Career Institutions made recommendations to LVTI in four areas: facilities, procurement, cleanliness issues, and compliance with city codes in its special report on November 13, 1998. The commission also noted the following commendations: moving ahead with the rehabilitation and expansion of LVTI.

English High School received its most recent accreditation from NEAS&C in 1994. The commission reviewed the Special Progress Report on January 10, 2000. Although recommending continuing accreditation, the commission determined that English High School should remain on warning for the Standards for Accreditation on School Resources for Learning until all concerns have been satisfactorily resolved. There were 167 recommendations in the March 01, 1998 report. The status of the recommendations is: 130 completed, 23 in progress, 9 planned for the future, 3 rejected, and 2 no action.

Classical High School received its most recent accreditation from NEAS&C in 1996. The Special Progress Report was reviewed therefore removing the school from warning on September 28, 1999.

The report cited significant progress addressing deficiencies related to the Standards for Accreditation on Library Technology, Media Services, and School Facilities.

The completion of the new high school construction project, increased level of funding for the library media center, installation of the security system for the library media center, and the addition of staff for television production pleased the commission.

The Lynn high schools are currently preparing for the next progress reports, which are due in 2001 and 2002.

20. Test Scores

Test scores are generally below the state average. MCAS scores show that LPS scored below the state average scaled scores for all grades in all areas. SAT scores have been below the state average. The Massachusetts Educational Assessment Program (MEAP), the state's educational testing program from 1988 to 1996, showed that LPS increased in all four subject matters for grades 4 and 8 between 1988 and 1996. Results from the 1999 Iowa Tests of Educational Development (ITED) indicate that 59 percent of LPS 3rd graders demonstrated a high degree of proficiency in fundamental skills of reading.

Massachusetts Comprehensive Assessment System (MCAS)

MCAS is the statewide assessment program given yearly to grades 4, 8, and 10. It measures performance of students, schools, and districts on learning standards contained in the Massachusetts Curriculum Frameworks and fulfills the requirements of education reform. This assessment program serves two purposes:

- measures performance of students and schools against established state standards; and
improves effective classroom instruction by providing feedback about instruction and modeling assessment approaches for classroom use.

MCAS tests are reported according to performance levels that describe student performance levels in relation to established state standards. Students earn a separate performance level of advanced, proficient, needs improvement, and failing based on their total scaled score for each test completed. There is no overall classification of student performance across content areas. Performance levels report school, district, and state levels.

MCAS scores show improvement from 1998 to 2000. While Lynn's scores are below state averages, the improvement in scores outpaced statewide improvement over the test years. (Charts 20-1 and 20-2.)

In June of 1998, the DOE, based on the MCAS results categorized 19 of the 24 schools in Lynn as “in need of improvement”. Since then LPS has implemented several initiatives to improve student achievement and staff accountability. Some of which are:

- curriculum is aligned to the state frameworks
- provided instructional facilitators to ensure uniform curriculum
- the opening of four new alternative schools to bring the total to seven
- the reduction of class size
- the reduction of teaching load for English teachers in the high schools so their primary focus is on writing
- the opening of voluntary summer schools at all schools.

Principals will not receive salary increases unless they meet their goals of improved student achievement in the MCAS according to their employment contracts. LPS is the only school system in the Commonwealth to tie administration salaries to test results.

Chart 20-1

**Lynn Public Schools
Comparison of 1998 -- 2000 MCAS Average Scaled Scores**

All Students	1998 District	1998 State	Point Diff.	1999 District	1999 State	Point Diff.	2000 District	2000 State	Point Diff.	1998 - 2000 District	Incr./Decr. State
Grade 4:											
English Language Arts	223	230	-7	225	231	-6	228	231	-3	5	1
Mathematics	221	234	-13	224	235	-11	228	235	-7	7	1
Science & Technology	228	238	-10	229	240	-11	234	241	-7	6	3
Grade 8:											
English Language Arts	229	237	-8	228	238	-10	232	240	-8	3	3
Mathematics	213	227	-14	213	226	-13	215	228	-13	2	1
Science & Technology	215	225	-10	212	224	-12	217	228	-11	2	3
History	N/A	N/A	N/A	211	221	-10	212	221	-9	N/A	N/A
Grade 10:											
English Language Arts	223	230	-7	221	229	-8	224	229	-5	1	-1
Mathematics	213	222	-9	213	222	-9	221	228	-7	8	6
Science & Technology	219	225	-6	219	226	-7	222	226	-4	3	1
Total Score (excluding History)	1984	2068	-84	1984	2071	-87	2021	2086	-65	37	18

Note: Data provided by DOE

Chart 20-2

Lynn Public Schools
1998, 99, & 2000 MCAS Test Scores
Percentage of Students at Each Performance Level

Grade	Subject	Year	Average Scaled Score	Advanced	Proficient	Needs Improve- ment	Failing (Tested)	Failing (Absent)
Grade 4	English Lang. Arts	2000	228	0	8	75	17	0
		1999	225	0	5	69	26	0
		1998	223	0	4	62	34	0
	Mathematics	2000	228	3	18	48	30	0
		1999	224	2	2	47	41	0
		1998	221	2	9	38	51	0
	Science and Technology	2000	234	2	37	48	13	0
		1999	229	0	25	53	21	0
		1998	228	1	19	52	28	0
Grade 8	English Lang. Arts	2000	232	0	38	39	22	1
		1999	228	0	26	44	29	1
		1998	229	0	32	40	27	2
	Mathematics	2000	215	2	9	22	67	0
		1999	213	1	7	20	71	2
		1998	213	2	10	17	69	2
	Science and Technology	2000	217	1	13	23	62	1
		1999	212	1	9	19	71	2
		1998	215	1	10	24	63	2
	History	2000	212	0	2	27	69	1
		1999	211	0	3	20	76	2
		1998	N/A	N/A	N/A	N/A	N/A	N/A
Grade 10	English Lang. Arts	2000	224	3	21	33	41	3
		1999	221	1	15	36	47	0
		1998	223	1	18	41	39	1
	Mathematics	2000	221	6	14	24	54	2
		1999	213	2	8	21	68	1
		1998	213	1	8	20	69	1
	Science and Technology	2000	222	1	14	38	44	3
		1999	219	0	9	35	54	1
		1998	219	0	8	27	52	1

ward

Scholastic Aptitude Tests (SAT)

SAT scores are below the state average for all years shown.

Chart 20-3

Lynn Public Schools Scholastic Aptitude Test (SAT) Results

SAT Content Areas	1995		1996		1997		1998		1999	
	LPS	State Avg.	LPS	State Avg.	LPS	State Avg.	LPS	State Avg.	LPS	State Avg.
Verbal	350	430	422	507	426	508	428	502	426	504
Math	379	477	404	504	432	508	440	502	431	505
Total	729	907	826	1011	858	1016	868	1004	857	1009
LPS - % of State Avg.	80.4%		81.7%		84.4%		86.5%		84.9%	

Note: Data obtained from LPS and DOE

Massachusetts Educational Assessment Program (MEAP)

In 1996 the district scored below the state average in all subjects matters for grades 4, 8 and 10. MEAP reports in two ways: scaled scores, which range from 1000 to 1600, and proficiency levels, which are reported as percentage of students in each proficiency. Level 1 is the lowest; level 2 is considered the "passing grade" level, while levels 3 and 4 constitute the more advanced levels of skills. [Appendix C]

Scores for LPS 4th and 8th grade students show an increase in level 2 in all four-subject areas. Level 1 or below shows a decrease for both grades 4 and 8 in all four-subject areas for those same years.

Chart 20-4

Lynn Public Schools**MEAP Proficiency Scores****1992 and 1996 Fourth and Eighth Grades**

Fourth Grade	1992			1996		
	Level 1 or Below	Level 2	Levels 3 & 4	Level 1 or Below	Level 2	Levels 3 & 4
Reading	58%	27%	14%	55%	32%	13%
Mathematics	55%	34%	11%	59%	36%	6%
Science	64%	26%	10%	55%	37%	9%
Social Studies	63%	28%	9%	54%	39%	6%
Eighth Grade	1992			1996		
	Level 1 or Below	Level 2	Levels 3 & 4	Level 1 or Below	Level 2	Levels 3 & 4
Reading	58%	23%	19%	32%	38%	30%
Mathematics	68%	22%	10%	40%	40%	20%
Science	50%	21%	18%	40%	39%	22%
Social Studies	63%	19%	17%	41%	38%	21%

Note: Data provided by LPS. Percentages may not add to 100% due to rounding.

Between 1988 and 1996 MEAP scores for students in grades 4 and 8 improved in all four subject areas. In 1996 grade 4 and 8 scores were under the state average in all four-subject areas. [Appendix C]

Shown in Chart 20-5 are MEAP grade 4 reading scores for selected school districts whose scores in 1988 range from 1090 to 1250 as compared to LPS score of 1210. The scores for grade 4 students are particularly significant because, 1996 should have initially seen the greatest impact of education reform seen in the performance of these students. The reading scores for LPS grade 4 students showed an increase of 10 points from 1992 to 1996.

Chart 20-5

MEAP Reading Scores - 4th Grade- 1988 Scores from 1090 - 1250**Selected Districts****1992 - 1996**

	1988	1990	1992	1994	1996	Change
Holyoke	1090	1100	1170	1140	1110	-60
Lawrence	1100	1100	1140	1220	1210	70
Chelsea	1110	1100	1170	1140	1110	-60
Boston	1150	1130	1170	1180	1180	10
New Bedford	1200	1220	1270	1320	1270	0
Cambridge	1200	1220	1240	1260	1230	-10
Chicopee	1210	1240	1250	1270	1270	20
Lynn	1210	1200	1230	1230	1240	10
Brockton	1220	1220	1210	1220	1200	-10
Worcester	1230	1260	1280	1300	1350	70
Medford	1230	1280	1290	1330	1310	20
Malden	1240	1290	1280	1320	1310	30
Taunton	1250	1270	1310	1320	1310	0
State Average	1300	1310	1330	1300	1350	20

Note: A significant change in a score is considered to be 50 points in either direction.

Iowa Tests

The Iowa Test of Basic Skills (Iowa tests) for grade 3 was administered throughout Massachusetts in the spring of 1997, 1998 and 1999. The test defines four different levels of reading comprehension: pre-reader, basic reader, proficient reader and advanced reader.

Chart 20-6

Lynn Public Schools**Iowa Test of Basic Skills**

Reading Percentile Rank			Reading Comprehension Performance			
	LPS	State	Pre Reader	Basic Reader	Proficient Reader	Advanced Reader
1997	42	65	12	35	43	10
1998	46	64	7	30	52	10
1999	53	69	5	33	43	16

Note: Data obtained from DOE

In 1997, 81 percent of the tested students attended LPS since the first grade. For both 1998 and 1999 this percentage was also approximately 81 percent. Proficient and advanced readers were 59 percent in 1999 versus 62 percent in 1998 and 53 percent in 1997. The overall reading percentile rank has risen from 42 to 53 from 1997 to 1999. These reading percentile ranks were below the state averages in these years.

The Iowa Tests of Educational development, also referred to as the Massachusetts Grade 10 Achievement Test, was also administered in the spring of 1997. It tested seven different areas of skills including reading, quantitative thinking and social studies. Scores were based on a national sample of students who took the test. LPS grade 10 students scored at the 41st percentile compared to the national sample. LPS' performance compares to scores as high as the 89th percentile and as low as the 28th percentile for other Massachusetts school districts.

21. Curriculum Development

The LPS curriculum was realigned three years ago to adopt the knowledge, concepts, and skills contained in the Massachusetts curriculum frameworks. Over one hundred teachers and staff undertook this project beginning in the summer of 1998. Curriculum guides in the four core content areas were developed to include learning objectives, standards, based lessons, and informal assessments. These curriculum guides were developed to assist teachers in translating the state learning standards into productive educational practices in each of the four curriculum areas. As of our audit date, LPS curriculum was aligned to the state frameworks in the four core subject areas with the exception of grades 9 through 12 social studies. Physical education and health are presently being aligned.

Instructional Facilitators are also located in each school to provide pedagogical and curriculum support aligned to the Massachusetts curriculum frameworks and the Principles of Effective Teaching as defined by the Massachusetts Education Reform Act of 1993. By having the Instructional Facilitators based at each school the district feels that they can assess needs and focus on how and what students are taught.

22. Grade 3 Transiency

Student transiency is generally defined as the percentage of students who enter and/or leave the system after the first day of school. Transiency poses an educational problem because students may lose the benefit of a sequential and coherent school program as they move from school to school.

According to *Chart 22-1*, of the 14 communities of similar population to Lynn, LPS transiency percentage is 19 percent, below the statewide average of 20.4 percent. LPS has a relatively

high stable population percent of grade 3 students who attended LPS in grades 1, 2 and 3. This stability percentage, 81 percent, is above the statewide average of 79.6 percent.

Chart 22-1

Transiency and Stability - 3rd Grade Selected Communities

Community	Stable Population	Total Population	Stable Population Percent	Transiency Percent
Springfield	N/A	1,539	N/A	N/A
Newton	630	724	87.0%	13.0%
Fall River	794	924	85.9%	14.1%
Quincy	453	528	85.8%	14.2%
New Bedford	930	1,099	84.6%	15.4%
Framingham	397	475	83.6%	16.4%
Waltham	278	335	83.0%	17.0%
Lowell	879	1,062	82.8%	17.2%
Lawrence	634	766	82.8%	17.2%
Cambridge	327	396	82.6%	17.4%
Worcester	1,515	1,843	82.2%	17.8%
Boston	3,133	3,846	81.5%	18.5%
Brockton	1,042	1,285	81.1%	18.9%
Lynn	778	960	81.0%	19.0%
Somerville	262	339	77.3%	22.7%
Statewide	54,239	68,103	79.6%	20.4%

Note: Student population includes only students tested under "routine" conditions. Data obtained from DOE's 1999 Iowa Grade 3 reading test summary results

23. Dropout and Truancy

Chart 23-1 identifies Lynn's dropout rates from FY93 to FY98 in comparison to the state average and to the average of fourteen communities similar in population to Lynn. Lynn's dropout rate for FY98 was 2.2 percentage points higher than the state average of 3.4 percent. This dropout rate was lower than previous years due partially to LPS increasing its truancy police force from one to three persons. Truant officers work with all schools in the district as well as the Lynn Police Department to monitor the student base to prevent truancy and subsequent dropouts. These truancy officers all carry communication devices to receive any messages from principals and the Lynn Police Department pertaining to students whom should be in school. In addition to the above, LPS produces absences reports on all students.

These reports are monitored and used to identify truant students. Students found to be absent without a valid reason such as sickness or a religious holiday is given detention.

LPS offers nine alternative school programs to keep at risk children in the system. This includes a high school with after workday hours and a program for pregnant teens. These programs have also contributed to the overall decrease in the dropout rates.

Chart 23-1

High School Dropout Rates

Selected Communities

FY93 - FY98

Community	FY93	FY94	FY95	FY96	FY97	FY98
Lawrence	14.0%	13.8%	8.6%	6.4%	10.4%	17.4%
New Bedford	10.7%	9.1%	9.5%	9.2%	9.0%	9.2%
Somerville	5.7%	7.5%	7.8%	5.9%	5.5%	4.9%
Chicopee	5.4%	5.6%	3.9%	12.0%	6.4%	5.8%
Brockton	9.0%	8.3%	8.4%	7.3%	5.7%	3.6%
Fall River	8.7%	6.7%	6.1%	8.1%	4.6%	4.5%
Lynn	7.1%	9.3%	7.2%	7.2%	4.3%	5.6%
Weymouth	2.5%	2.8%	2.4%	2.9%	4.1%	3.8%
Framingham	3.2%	3.2%	3.6%	2.5%	3.8%	3.8%
Lowell	3.1%	3.3%	2.8%	2.6%	3.1%	8.2%
Waltham	2.1%	3.0%	2.4%	2.8%	1.8%	3.3%
Medford	1.3%	1.8%	2.7%	2.1%	2.5%	2.5%
Cambridge	4.0%	3.3%	4.2%	3.0%	2.0%	2.5%
Quincy	1.7%	1.5%	1.0%	1.0%	1.5%	1.5%
Newton	0.4%	1.1%	1.0%	0.7%	1.0%	0.9%
Average These Communities	5.3%	5.4%	4.8%	4.9%	4.4%	5.2%
Median These Communities	4.0%	3.3%	3.9%	3.0%	4.1%	3.8%
State Average	3.5%	3.7%	3.6%	3.4%	3.4%	3.4%

Note: Data provided by DOE

IV. Employee Survey

The audit team conducted a confidential survey of all employees of LPS to provide a forum for teachers and staff to express their opinions on education in LPS. A total of 2,000 questionnaires were delivered to school staff and 638 responses were received and tabulated, a response rate of 31.9 percent. Areas covered by the survey include:

1. education reform,
2. education goals and objectives,
3. curriculum,
4. planning,
5. communications and mission statements,
6. budget process,
7. professional development,
8. supplies,
9. facilities, and
10. computers and other education technology.

Appendix D shows the teachers' answers to the survey questions. The Superintendent also received a summary of responses.

Seventy-six percent of teachers think that education reform issues are considered when their own school-based plans are made and sixty-eight percent think that also applies to district-wide plans. Seventy-six percent believe that the school district is taking positive steps to improve education and sixty-three percent state that their job has changed because of education reform.

Sixty-seven percent of teachers are clear about the school district's goals and objectives as well as how they relate to their own jobs. Forty-five percent feel that they have a role in the development of these goals and objectives versus thirty-six percent do not. Fifty-six percent confirm that there are indicators used to measure progress toward them versus sixteen percent who do not.

The survey indicates that twenty-five percent of teachers do not think that an increase in school funding is tied directly to improvements in education. Thirty-five percent of teachers think that improvements in education at the school would have occurred without education reform.

Fifty-five percent believe that the curriculum is coherent and sequential. Forty-three percent believe that the curriculum now in use in their school will improve student test scores while forty-three percent are not sure. Sixty-five percent of the teachers feel that there is a coherent, on-going effort within LPS to keep curriculum current and forty-one percent feel that teachers play an important role in reviewing and revising the curriculum versus thirty-four percent who do not. Sixty percent feel that how a teacher teaches a subject impacts test scores more than curriculum content.

Seventy percent believe that planning for important issues such as curriculum, and budget within the district is a top down process. Forty-three percent do not feel that there is an important role for teachers and professional staff in the planning process versus, thirty-two percent, which do. Forty-two percent believe that decisions made by central office/school

committee are not clearly explained so that the basis for the decision/policy is understood versus thirty-one percent who do.

Forty-six percent feel that on-going communications between teachers and administrators is not adequate versus thirty-two percent, which do. Forty percent understand how the budget process impacts their department versus thirty-nine percent who do. Forty-nine percent feel that they do not understand the school budget process versus twenty-eight percent who do.

Forty-one percent feel that the school budget process is not fair and equitable versus sixteen percent who do. Thirty-nine percent believe that budgetary needs are not adequately addressed in the budget process, versus sixteen percent who do. Forty-two percent believe that the school department is not doing the best that it can with the budget process versus twenty-two percent who do.

Thirty percent feel that there is not an adequate professional development program in their school versus fifty-two percent who do. Forty-five percent feel that there are deficiencies in the professional development program versus twenty-eight percent who do.

Forty-four percent have not received sufficient and appropriate supplies versus forty-five percent who do. Sixty-three percent believe they have not been supplied with ancillary curriculum materials whereas twenty-four percent have. Thirty-eight percent believe they have not been supplied with a sufficient number of current editions of textbooks whereas fifty-two percent have. Forty-seven percent believe the process for obtaining supplies and materials is not effective, time sensitive and responsive to classroom needs versus thirty-five percent who do.

Thirty-nine percent believe that the overall state of school facilities is not good versus thirty-six percent who do. Forty-one percent rates the overall state of classrooms, labs, and other teaching rooms are not good versus thirty-seven people who do. Thirty-eight would rate the overall state of the areas outside of the building as not good versus thirty-six percent who do. Twenty-six percent would rate the overall state of the common areas as not good versus forty-one percent feel they are good.

Forty percent feel that the computers and other technological tools are not a significant part of the instructional practices in the schools versus thirty-seven percent who feel they are significant. Fifty-nine percent feel that the number of computers available per student is not sufficient versus twenty-eight percent who do. Sixty-two percent do not have computers dedicated for their usage versus thirty-four percent who do. Thirty-one percent feel that there is no policy or program providing for computer training for teachers on software and computers used by students versus forty-three percent who do. Twenty-four percent feel that the software packages in the computer are not uniform and consistent with the instructional level being provided versus forty-four percent who do.

V. Superintendent's Statement – Education Reform

As part of this review, the Superintendent was asked to submit a brief statement expressing his point of view with respect to three areas:

1. school district progress and education reform since 1993;
2. barriers to education reform; and
3. plans over the next three to five years.

The Superintendent's statement is included in *Appendix E*.

VI. Appendix

Appendix A1	Total School District Expenditures by Function
Appendix A2	Total School District Expenditures by Program and Percentage Distribution
Appendix B1	Foundation Budget Line Items Targets and Expenditures FY96, FY98-FY99 - Table
Appendix B2 - 3	Foundation Budget Line Items Targets and Expenditures FY96, FY98-FY99 - Graph
Appendix C	Mass. Educational Assessment Program (MEAP)
Appendix D	Employee Survey Results
Appendix E	Superintendent's Statement on Education Reform Accomplishments, Barriers and Goals
Appendix F	Auditee's Response

Lynn Public Schools**Total School District Expenditures By Function****(in thousands of dollars)**

	FY93	% of Total	FY97	FY99	% of Total	FY93 - FY99	
						\$ Diff.	% Diff.
Instructional Services:							
Supervisory	\$560	1%	\$1,442	\$1,596	1%	\$1,036	185.1%
Principal	\$2,664	5%	\$3,963	\$4,399	4%	\$1,735	65.1%
Teaching	\$18,264	32%	\$44,338	\$53,079	49%	\$34,815	190.6%
Professional Developer	N/A	N/A	\$749	\$1,519	1%	N/A	N/A
Textbooks & Inst. Equipm	\$405	1%	\$1,150	\$994	1%	\$589	145.2%
Instructional Technology	N/A	N/A	\$0	\$447	0%	N/A	N/A
Educational Media	\$203	0%	\$373	\$914	1%	\$711	350.0%
Guidance & Psychological	\$1,207	2%	\$1,700	\$2,040	2%	\$833	69.0%
Subtotal:	\$23,303	41%	\$53,715	\$64,986	60%	\$41,684	178.9%
Other Services:							
General Administration	\$199	0%	\$271	\$552	1%	\$352	176.7%
Administrative Support	\$1,148	2%	\$1,599	\$1,572	1%	\$423	36.8%
Administrative Technolog	N/A	N/A	\$0	\$353	0%	N/A	N/A
Employee Benefits Admin	N/A	N/A	\$0	\$312	0%	N/A	N/A
Attendance	\$74	0%	\$170	\$174	0%	\$100	134.7%
Health	\$58	0%	\$485	\$1,094	1%	\$1,036	1781.9%
Pupil Transportation	\$1,262	2%	\$2,134	\$2,424	2%	\$1,162	92.1%
Food Service	\$349	1%	\$413	\$427	0%	\$78	22.3%
Athletics	\$293	1%	\$1,070	\$662	1%	\$370	126.3%
Other Student Body Activi	\$52	0%	\$0	\$0	0%	-\$52	-100.0%
Operations and Maintena	\$4,857	8%	\$8,089	\$9,767	9%	\$4,910	101.1%
Extraordinary Maintenan	N/A	N/A	\$0	\$0	0%	N/A	N/A
Networking & Telecomm.	N/A	N/A	\$0	\$207	0%	N/A	N/A
Employee Benefits & Ins.	\$880	2%	\$138	\$159	0%	-\$722	-82.0%
Rent. Lease, Int., Fixed Ch	\$0	0%	\$473	\$664	1%	\$664	N/A
Civic Activities	\$99	0%	\$4	\$86	0%	-\$13	-12.9%
Asset Acq. & Improvemer	\$0	0%	\$0	\$7	0%	\$7	N/A
Payments To Other Distric	\$2,169	4%	\$2,608	\$3,981	4%	\$1,812	83.5%
Subtotal:	\$11,442	20%	\$17,454	\$22,441	21%	\$10,999	96.1%
Total School Committee							
Expenditures By Functi	\$34,745	61%	\$71,169	\$87,427	81%	\$52,683	151.6%

Note: Data provided by LPS. Percentages may not add due to rounding. Health and Pupil Transportation include non-Public. N/A indicates no category in that fiscal year or dividing by "0". Certain lines omitted due to no dollar entry.

Lynn Public Schools
Total School District Expenditures By Function
(in thousands of dollars)

	FY93	% of Total	FY97	FY99	% of Total	FY93 - FY99	
						\$ Diff.	% Diff.
Municipal Expenditures:							
General Administration	\$0	0%	\$904	\$926	1%	\$926	N/A
Health Services	\$452	1%	\$370	\$0	0%	-\$452	-100.0%
Pupil Transportation	\$0	0%	\$0	\$0	0%	\$0	N/A
Operation & Maint.- Plant	\$679	1%	\$0	\$0	0%	-\$679	-100.0%
Extraordinary Maint.	N/A	N/A	\$0	\$0	0%	N/A	N/A
Networking & Telecomm.	N/A	N/A	\$0	\$0	0%	N/A	N/A
Employer Retirement	\$1,507	3%	\$1,819	\$2,594	2%	\$1,087	72.1%
Insurance	\$8,816	15%	\$9,566	\$9,155	8%	\$339	3.8%
Rent-Lease, Int., Chgs.	\$250	0%	\$0	\$396	0%	\$146	58.5%
Asset Acq. & Improve.	\$0	0%	\$0	N/A	N/A	N/A	N/A
Debt Service	\$762	1%	\$0	\$5,586	5%	\$4,824	633.5%
Payments - Other Dists.	\$0	0%	\$772	\$1,926	2%	\$1,926	N/A
Total Munic. Expend:	\$12,466	22%	\$13,431	\$20,582	19%	\$8,116	65.1%
EEO	\$8,902	16%	\$0	\$0	0%	-\$8,902	-100.0%
FY93 Per Pupil Aid	\$1,200	2%	\$0	\$0	0%	-\$1,200	-100.0%
Total School District Expend. By Function:	\$57,313	100%	\$84,600	\$108,010	100%	\$50,697	88.5%

Note: Data provided by LPS. Percentages may not add due to rounding. Health and Pupil Transportation include non-Public. N/A indicates no category in that fiscal year or dividing by "0". Certain lines omitted due to no dollar entry.

Lynn Public Schools

Total School District Expenditures

By Program (in thousands of dollars) and By Percentage Distribution

	\$ FY93	% FY93	\$ FY95	% FY95	\$ FY97	% FY97	\$ FY99	% FY99	FY93 - FY99 \$ Diff % Diff.	
Instructional:										
Regular Day	\$12,238	21.4%	\$25,896	36.5%	\$32,635	38.6%	\$37,261	34.5%	\$25,023	204.5%
Special Education	\$4,886	8.5%	\$8,254	11.6%	\$10,811	12.8%	\$13,220	12.2%	\$8,334	170.6%
Bilingual	\$1,388	2.4%	\$1,998	2.8%	\$2,538	3.0%	\$3,218	3.0%	\$1,830	131.9%
Occupational Day	\$1,924	3.4%	\$2,169	3.1%	\$2,647	3.1%	\$4,009	3.7%	\$2,085	108.3%
Undistributed	\$2,867	5.0%	\$3,539	5.0%	\$5,084	6.0%	\$7,279	6.7%	\$4,412	153.9%
Subtotal Instructional:	\$23,303	40.7%	\$41,856	59.1%	\$53,715	63.5%	\$64,986	60.2%	\$41,684	178.9%
Other Services:										
Regular Day	\$102	0.2%	\$197	0.3%	\$142	0.2%	\$303	0.3%	\$201	196.1%
Special Education	\$3,194	5.6%	\$3,983	5.6%	\$4,278	5.1%	\$5,903	5.5%	\$2,709	84.8%
Bilingual	\$173	0.3%	\$306	0.4%	\$246	0.3%	\$285	0.3%	\$112	64.3%
Occupational Day	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$0	N/A
Undistributed	\$7,972	13.9%	\$9,693	13.7%	\$12,788	15.1%	\$15,950	14.8%	\$7,978	100.1%
Subtotal Other Services:	\$11,442	20.0%	\$14,180	20.0%	\$17,454	20.6%	\$22,441	20.8%	\$10,999	96.1%
Total School Expenditures:										
Regular Day	\$12,341	21.5%	\$26,093	36.8%	\$32,777	38.7%	\$37,564	34.8%	\$25,224	204.4%
Special Education	\$8,080	14.1%	\$12,238	17.3%	\$15,089	17.8%	\$19,123	17.7%	\$11,043	136.7%
Bilingual	\$1,561	2.7%	\$2,304	3.3%	\$2,784	3.3%	\$3,503	3.2%	\$1,942	124.4%
Occupational Day	\$1,924	3.4%	\$2,169	3.1%	\$2,647	3.1%	\$4,009	3.7%	\$2,085	108.3%
Undistributed	\$10,839	18.9%	\$13,232	18.7%	\$17,872	21.1%	\$23,229	21.5%	\$12,389	114.3%
Total:	\$34,745	60.6%	\$56,036	79.1%	\$71,169	84.1%	\$87,427	80.9%	\$52,683	151.6%

Note: Data provided by LPS

Lynn Public Schools

Total School District Expenditures

By Program (in thousands of dollars) and By Percentage Distribution

	\$ FY93	% FY93	\$ FY95	% FY95	\$ FY97	% FY97	\$ FY99	% FY99	FY93 - FY99	
									\$ Diff	% Diff.
Municipal:										
Regular Day	\$0	0.0%	\$598	0.8%	\$561	0.7%	\$1,761	1.6%	\$1,761	N/A
Special Education	\$0	0.0%	\$0	0.0%	\$81	0.1%	\$72	0.1%	\$72	N/A
Bilingual	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$0	N/A
Occupational Day	\$0	0.0%	\$0	0.0%	\$130	0.2%	\$93	0.1%	\$93	N/A
Undistributed	\$12,466	21.8%	\$14,224	20.1%	\$12,659	15.0%	\$18,656	17.3%	\$6,190	49.7%
Total Municipal:	\$12,466	21.8%	\$14,822	20.9%	\$13,431	15.9%	\$20,582	19.1%	\$8,116	65.1%
School and Municipal Expenditures:										
Regular Day	\$12,341	21.5%	\$26,691	37.7%	\$33,338	39.4%	\$39,325	36.4%	\$26,985	218.7%
Special Education	\$8,080	14.1%	\$12,238	17.3%	\$15,170	17.9%	\$19,195	17.8%	\$11,115	137.6%
Bilingual	\$1,561	2.7%	\$2,304	3.3%	\$2,784	3.3%	\$3,503	3.2%	\$1,942	124.4%
Occupational Day	\$1,924	3.4%	\$2,169	3.1%	\$2,777	3.3%	\$4,102	3.8%	\$2,178	113.2%
Undistributed	\$23,305	40.7%	\$27,457	38.7%	\$30,531	36.1%	\$41,885	38.8%	\$18,579	79.7%
Total:	\$47,211	82.4%	\$70,858	100.0%	\$84,600	100.0%	\$108,010	100.0%	\$60,799	128.8%
Equal Educ. Opportunity	\$8,902	15.5%	\$0	0.0%	\$0	0.0%	\$0	0.0%	-\$8,902	-100.0%
FY93 Per Pupil Aid	\$1,200	2.1%	\$0	0.0%	\$0	0.0%	\$0	0.0%	-\$1,200	-100.0%
Total School District										
Expend. By Program	\$57,313	100.0%	\$70,858	100.0%	\$84,600	100.0%	\$108,010	100.0%	\$50,697	88.5%

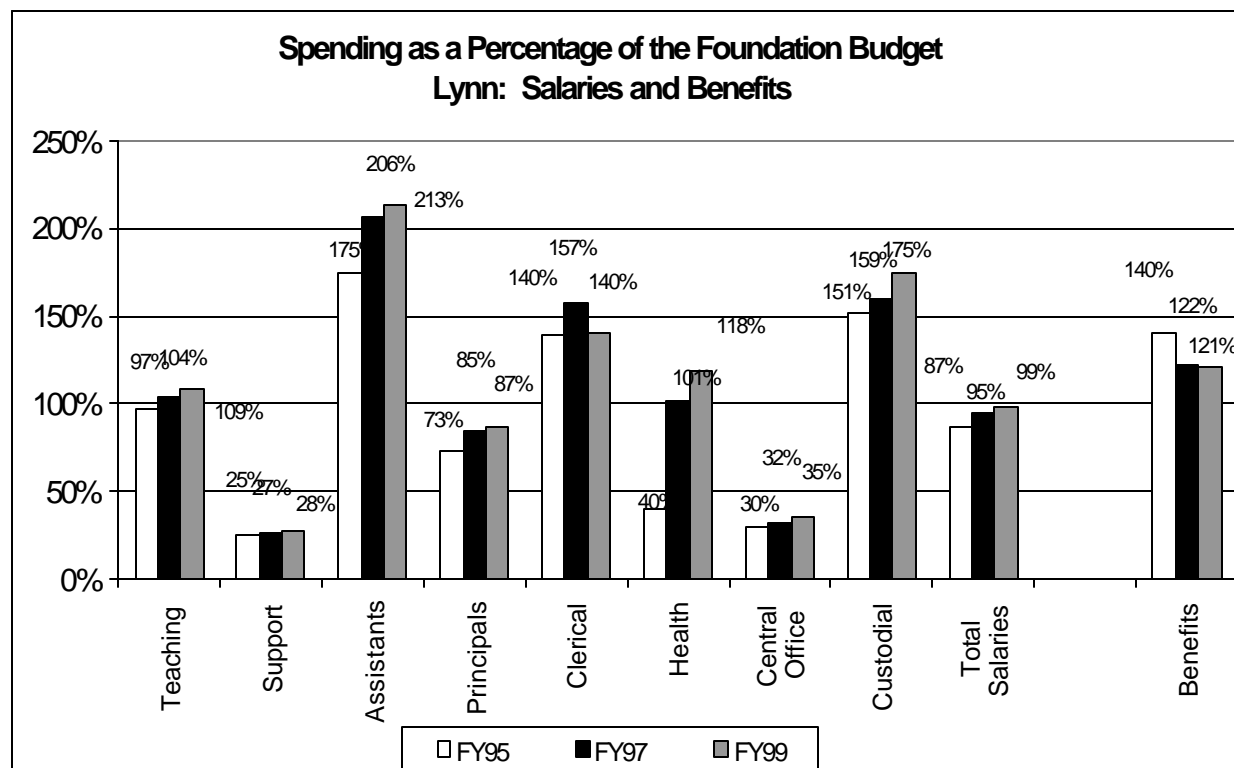
Note: Data provided by LPS

Lynn Public Schools
Net School Spending According to Foundation Budget Categories
(in thousands of dollars)

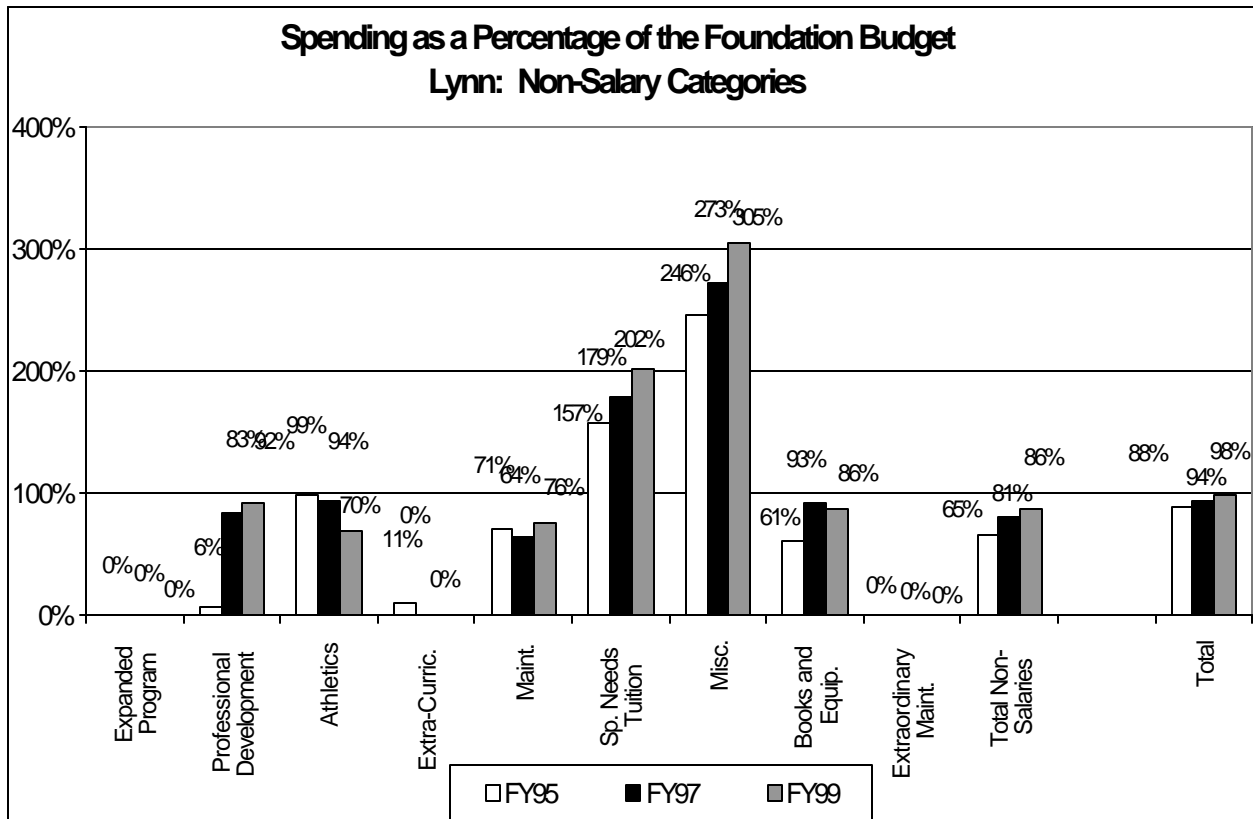
	FY96	FY98	FY99	FY96	FY98	FY99	FY96	FY98	FY99
Teaching Salaries	\$36,159	\$43,968	\$47,969	\$37,280	\$42,391	\$44,202	(\$1,121)	\$1,577	\$3,767
Support Salaries	\$2,220	\$2,736	\$2,976	\$8,905	\$10,209	\$10,699	(\$6,685)	(\$7,473)	(\$7,723)
Assistants' Salaries	\$2,539	\$3,448	\$3,658	\$1,450	\$1,673	\$1,715	\$1,089	\$1,775	\$1,943
Principals' Salaries	\$1,998	\$2,656	\$2,862	\$2,729	\$3,129	\$3,308	(\$731)	(\$473)	(\$446)
Clerical Salaries	\$2,256	\$2,913	\$2,736	\$1,617	\$1,856	\$1,953	\$639	\$1,057	\$783
Health Salaries	\$245	\$709	\$864	\$609	\$700	\$731	(\$364)	\$9	\$133
Central Office Salaries	\$797	\$950	\$1,113	\$2,620	\$3,006	\$3,164	(\$1,823)	(\$2,056)	(\$2,051)
Custodial Salaries	\$4,596	\$5,516	\$6,324	\$3,038	\$3,460	\$3,612	\$1,558	\$2,056	\$2,712
Total Salaries	\$50,810	\$62,896	\$68,502	\$58,248	\$66,424	\$69,384	(\$7,438)	(\$3,528)	(\$882)
Benefits	\$11,356	\$11,300	\$11,632	\$8,086	\$9,229	\$9,633	\$3,270	\$2,071	\$1,999
Expanded Program	\$0	\$0	\$0	\$2,091	\$2,359	\$2,399	(\$2,091)	(\$2,359)	(\$2,399)
Professional Development	\$82	\$1,317	\$1,519	\$1,385	\$1,578	\$1,647	(\$1,303)	(\$261)	(\$128)
Athletics	\$730	\$784	\$663	\$737	\$836	\$951	(\$7)	(\$52)	(\$288)
Extra-Curricular	\$42	\$0	\$0	\$397	\$454	\$495	(\$355)	(\$454)	(\$495)
Maintenance	\$2,839	\$2,919	\$3,650	\$3,999	\$4,560	\$4,792	(\$1,160)	(\$1,641)	(\$1,142)
Special Needs Tuition	\$2,593	\$3,393	\$4,052	\$1,655	\$1,898	\$2,003	\$938	\$1,495	\$2,049
Miscellaneous	\$3,144	\$4,003	\$4,750	\$1,278	\$1,468	\$1,555	\$1,866	\$2,535	\$3,195
Books and Equipment	\$2,532	\$4,392	\$4,380	\$4,137	\$4,748	\$5,079	(\$1,605)	(\$356)	(\$699)
Extraordinary Maintenance	\$0	\$0	\$0	\$2,599	\$2,962	\$3,110	(\$2,599)	(\$2,962)	(\$3,110)
Total Non-Salaries	\$11,962	\$16,808	\$19,014	\$18,278	\$20,863	\$22,031	(\$6,316)	(\$4,055)	(\$3,017)
Total	\$74,128	\$91,004	\$99,148	\$84,612	\$96,516	\$101,048	(\$10,484)	(\$5,512)	(\$1,900)
Revenues							\$0	\$0	\$0
Net School Spending	\$74,128	\$91,004	\$99,148	\$84,612	\$96,516	\$101,048	(\$10,484)	(\$5,512)	(\$1,900)

Note: Data obtained from DOE and HPS. Totals may not add due to rounding.

Appendix B2



Appendix B3



Lynn Public Schools
Massachusetts Educational Assessment Program (MEAP) Scores

	Grade	1988	1990	1992	1994	1996	1988-96 Change	1996 State Average	1996 LPS Over/(Under) State Avg.
Reading	4	1210	1200	1230	1230	1240	30	1350	-110
	8	1140	1150	1210	1240	1270	130	1380	-110
	10	N/A	N/A	N/A	1230	1200		1310	-110
Math	4	1190	1210	1270	1230	1220	30	1330	-110
	8	1140	1150	1210	1220	1220	80	1330	-110
	10	N/A	N/A	N/A	1200	1220		1310	-90
Science	4	1200	1210	1240	1230	1240	40	1360	-120
	8	1170	1150	1220	1190	1220	50	1330	-110
	10	N/A	N/A	N/A	1220	1220		1310	-90
Social Studies	4	1200	1200	1230	1240	1240	40	1340	-100
	8	1190	1160	1210	1210	1220	30	1320	-100
	10	N/A	N/A	N/A	1240	1210		1300	-90

Note: N/A indicates that test was not given to all grades in all years. Data obtained from DOE

EMPLOYEE SURVEY - Lynn
638 teachers responding

Note: Percentages may not add to
 100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1 & 2	Good to Excellent
No	4 & 5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

1	Education Reform	1&2	4 & 5	3
1.a.	Are you familiar with the issues of Education Reform, the Law passed in 1993?	78%	7%	15%
1.b.	Do you feel you have a good understanding of the purpose and the goals of the law?	73%	9%	17%
1.c.	Do you feel that there is a lot of confusion about what Education Reform is all about?	60%	16%	24%
1.d.	Do you feel the issues of Education Reform are considered when school district plans are made?	68%	5%	27%
1.e.	Do you feel the issues of Education Reform are considered when school-based plans are made?	76%	6%	18%
1.f.	In your opinion is the school district taking positive steps to improve education?	76%	10%	14%
1.g.	Do you feel your job has changed because of Education Reform?	63%	21%	15%
1.h.	Do you think there has been an improvement in student achievement in your school due to Education Reform?	40%	19%	40%
1.i.	Do you think the improvements in education at the school would have happened without Education Reform?	35%	20%	46%
1.j.	Have you perceived an increase in school funding tied directly to improvements in education in your district?	36%	25%	39%
1.k.	Is there a formalized process in place to analyze student test scores and identify areas of academic weakness?	61%	11%	28%
1.l.	Are there specific programs in place to improve student performance in areas where academic weaknesses have been identified?	77%	8%	15%

2	Educational Goals and Objectives	1&2	4 & 5	3
2.a.	Are the school administration's goals and objectives generally clear and understandable?	71%	15%	14%
2.b.	Are you clear about the school district's goals and objectives as they relate to your own job?	67%	17%	16%
2.c.	Are there indicators issued to measure progress toward goals and objectives generally?	53%	15%	31%
2.d.	Are there indicators used to measure your progress toward goals and objectives?	56%	16%	27%
2.e.	Do you have a role in developing these goals and objectives?	45%	36%	19%

EMPLOYEE SURVEY - Lynn
638 teachers responding

Note: Percentages may not add to 100% due to rounding

APPENDIX D

Rating Scale		
Yes/No Questions		Opinion
yes	1 & 2	Good to Excellent
No	4 & 5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

3	Curriculum	1&2		4 & 5		3
3.a.	Do you believe that your district's curriculum is coherent and sequential?	55%		24%		20%
3.b.	Do you believe that your curriculum is challenging and tied to preparing students for life after secondary school?	59%		19%		22%
3.c.	Is there a coherent, on-going effort within the district to keep curriculum current with evolving trends and best practices in pedagogy and educational research?	65%		15%		20%
3.d.	Do teachers play an important role in reviewing and revising curriculum in the district?	41%		34%		25%
3.e.	Will the curriculum now in use in your school improve student test scores?	43%		14%		43%
3.f.	Do you believe that the curriculum content does not impact test scores as much as how a subject is taught by a teacher?	60%		16%		24%
3.g.	Is the curriculum in your school aligned with the state frameworks?	87%		4%		9%

4	Planning	1&2		4 & 5		3
4.a.	Is the planning for important issues (e.g. curriculum, budgetary, etc.) within the district a top-down process?	70%		7%		23%
4.a.1.	If the answer is "Definitely yes" (1) or "Generally yes" (2), is there an important role for teachers and professional staff in the planning process?	32%		43%		25%
4.b.	If staff does not have an important role in developing plans, are decisions made by the central office/school committee explained so that you can understand the basis for the decision/policy?	31%		42%		27%
4.c.	Are you familiar with the content of your school improvement plan?	82%		9%		9%
4.d.	Does the school improvement plan address the needs of students in your school?	76%		8%		16%
4.e.	Is the plan used to effect important changes in your school?	68%		10%		22%

EMPLOYEE SURVEY - Lynn

638 teachers responding

Note: Percentages may not add to
100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1 & 2	Good to Excellent
No	4 & 5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

5 Communications and Mission Statement		1&2		4 & 5		3
5.a.	Is there adequate on-going communication between teachers and district administrators? In other words, do you think that you know what is going on in the district?	32%		46%		22%
5.b.	Is there adequate communication between you and your superiors?	64%		22%		14%
5.c.	Is there a mission statement in place for your school district?	75%		4%		21%
5.d.	Is there a mission statement in place for your school?	90%		2%		7%
5.e.	Does the mission statement define how the school is run, and how students are taught?	75%		7%		18%
5.f.	Are these mission statements applied in the operation of the school and the teaching of students?	70%		8%		21%

6 Budget Process		1&2		4 & 5		3
6.a.	Do you understand your school budget process?	28%		49%		22%
6.b.	Do you understand how the budget process impacts your department?	40%		39%		21%
6.c.	Is the school budgeting process fair and equitable?	16%		41%		43%
6.d.	Are budgetary needs solicited and adequately addressed in the budget process?	16%		39%		46%
6.e.	Once the budget is approved and implemented, does the allocation and use of funds match the publicly stated purposes?	16%		29%		55%
6.f.	Given the circumstances, the school department seems to be doing the best it can with in the school budget process.	22%		42%		36%
6.g.	Are there deficiencies in this process?	45%		17%		38%

7 Professional Development		1&2		4 & 5		3
7.a.	Is there an adequate professional development program in your school?	52%		30%		17%
7.b.	Is the program designed to meet school needs and tied to the new frameworks and assessments?	60%		18%		22%
7.c.	Is the program designed to change the content of pedagogy in classrooms?	48%		19%		33%
7.d.	Are there deficiencies in the professional development program?	45%		28%		27%
7.e.	Did you participate in the professional development program in 1997/98?	76%		19%		4%
7.f.	Professional development is making a difference and will improve education in my school district.	55%		20%		25%

APPENDIX D

EMPLOYEE SURVEY - Lynn
638 teachers responding

Note: Percentages may not add to
100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1 & 2	Good to Excellent
No	4 & 5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

8 Supplies		1&2		4 & 5		3
8.a.	Have you generally received sufficient and appropriate supplies to do your job?	45%		44%		11%
8.b.	Have you generally received sufficient and appropriate basic educational supplies (e.g. chalk, paper, pens, pencils, etc.) to do your job?	62%		27%		11%
8.c.	Have you generally been supplied with a sufficient number of a current edition of textbooks?	52%		38%		10%
8.d.	Are students given a copy of these textbooks to keep at home during the year?	4%		90%		6%
8.e.	Have you generally been supplied with sufficient ancillary curriculum materials (e.g. current maps, lab supplies, videos, etc.)?	24%		63%		14%
8.f.	Is the process for obtaining supplies and materials effective, time sensitive and responsive to your classroom needs?	35%		47%		18%

9 Facilities		1&2		4 & 5		3
9.a.	How would you rate the overall state of school facilities (e.g. cleanliness, security, maintenance, structural integrity)?	36%		39%		24%
9.b.	How would you rate the overall state of classrooms, labs, and other teaching rooms/areas?	37%		41%		22%
9.c.	How would you rate the overall state of the common areas (e.g. hallways, stairwells, and cafeteria)?	41%		26%		33%
9.d.	How would you rate the overall state of the areas outside of the building (e.g. playgrounds, walk-ways and grounds)?	36%		38%		26%
9.e.	Would you agree with the following statement: "The school administration makes an effort to provide a clean and safe working environment."	60%		20%		21%

EMPLOYEE SURVEY - Lynn
638 teachers responding

Note: Percentages may not add to
 100% due to rounding

Rating Scale		
Yes/No Questions		Opinion
yes	1 & 2	Good to Excellent
No	4 & 5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

10 Computers and other Educational Technology		1&2	4 & 5	3
10.a.	Are the usage of computers and other technological tools a significant part of the management practices at the school?	52%	27%	22%
10.b.	Are the usage of computers and other technological tools a significant part of the instructional practices at the school?	37%	40%	23%
10.c.	In terms of student usage, are computers generally available only in a computer laboratory setting or library/media center?	69%	25%	6%
10.d.	How many computers are located in your classroom?			
10.e.	Do you have a school computer provided for and dedicated for your usage?	34%	62%	4%
10.f.	Is there a school computer provided for and shared by you and other teachers?	58%	31%	11%
10.g.	Are there computers available for and used on a regular basis by students?	58%	29%	13%
10.h.	Is the number of available computers sufficient for the number of students?	28%	59%	14%
10.i.	Are the computers in good working order?	56%	20%	24%
10.j.	Are the software packages in the computers uniform and consistent with the instructional level to be provided?	44%	24%	33%
10.k.	Is there a policy or program providing for computer training for teachers on software and computers used by students?	43%	31%	25%

1. School District Progress and Education Reform since 1993

Before the Education Reform Act, Lynn could not afford the kind of schooling taken for granted in wealthy suburban communities. Such components as curriculum, staffing, professional development, instructional materials, buildings and technology were all inadequate to the task of serving children of a growing population of poor immigrants from countries around the world--many of them children with special needs. With the support of the mayor, city council, school committee, and the business community, and with carefully designed district plans, we approached these and other issues systematically to the extent that state, federal, and local funds allowed; brief descriptions of the resulting initiatives follow:

- *Buildings* were renovated, expanded, built, leased or purchased so that we could accommodate our growing student population. (Examples: A new Lynn Classical High School; renovated and expanded Lynn Vocational Technical Institute and Lynn English High School; most recently, the purchase of the I.U.E. building for twenty additional classrooms).
- *Staffing* was increased, including the addition of nearly 400 teachers and more than 20 nurses, among others, with obvious implications for class size and health services.
- *Curriculum* was realigned to conform with the state Curriculum Frameworks with the result that a district-wide curriculum was finally in place.
- *Professional development* was instituted at an unprecedented pace and depth to provide the foundation for district-wide implementation of mathematics, writing and phonics programs; instructional facilitators were placed at each school to model instruction and to coach teachers in applying innovative instructional procedures. (The U.S. Office of Education has nominated the Lynn Public Schools, together with twelve other districts or schools across the nation, as a semifinalist in the U.S. Department of Education's National Awards Program for Model Professional Development).
- *Instructional materials* have been acquired, covering a wide range of content; selection criteria included concurrence with state frameworks, their basis in research, and endorsement by national educational institutions.

- *Technology* has been dramatically enhanced through a \$17,000,000 investment. Important examples include a local area network for internal communication and a wide area network with Internet access for all teachers and students; acquisitions include software with multiple management capabilities-scheduling, data analysis, etc.; and a state-of-the-art security system.

2. Barriers to Education Reform:

The topics of barriers and plans, in this section and the next, have obvious correlations; this section addresses barriers from the perspective of the general principles involved, and the following section adds specific details on plans for the next three to five years.

In school systems, as in any organization, certain practices, procedures, beliefs, and attitudes become entrenched over time. Veteran staff members include many who are largely skeptical of educational innovations, often justifiably, in light of the long history of educational fads. Suggestions for change are often viewed with suspicion: a prime example is the range of reactions to the MCAS as the chief indicator of student and school performance.

Efforts to effect fundamental change are rarely accomplished without strong resistance and, in the end, continuing efforts place exceptional demands on the fortitude of change agents. My considered opinion is that the most challenging barriers to educational change are bound up in precisely this syndrome-not unique to Lynn-whereby the initiatives that most directly target system deficiencies are the very ones resisted most intractably. Given what we know about the inevitable backlash associated with reform, our shared challenge on the national, state, and local levels is to turn that knowledge to the advantage of the school system: prescriptive strategies can disarm major sectors of resistance to change.

3. Plans Over the Next Three to Five Years

Because I spent the previous thirty years as a teacher or principal in the Lynn Public Schools before I entered the central office, I became clearly aware of needed changes. I knew, for **example, that** the belief that all children can think and learn at higher levels, given significant changes in curriculum and instruction, would not prevail without relentless effort and resolve from the central office. I have pressed on with reforms that are just beginning to muster support, particularly in the elementary schools. The demands of the new accreditation process and the establishment of strategic leadership teams will energize high schools in their restructuring efforts. Our challenge is to cultivate smaller and more personalized learning communities committed to the essential belief that all children can learn at higher cognitive levels.

It is now time for every principal to assume main responsibility for guiding schools toward the attainment of the higher academic standards expressed in the Education Reform Act. To this end, I propose to strengthen the decision-making authority of the School Councils, regarding programs and budgets, so that school-based management will become a reality in Lynn. I also propose the establishment of a demanding accountability system--one which will include at least three important functions: an intensive formative and summative evaluation of professional and non-professional staff; detailed assessment of the quality and implementation of school improvement plans; and periodic external review of all schools by an external accrediting agency. Finally, I propose again that all administrators' salaries--mine included--be based on evaluation of clear performance standards, including improvements on MCAS scores.

The several policies and proposals outlined in this statement involve not merely a reliance on appropriate reactions, but also a proactive approach to effecting change. Among the most worthy results of school reform, such plans might multiply the numbers of students in Lynn who know how to care for others, and think for themselves.

LYNN PUBLIC SCHOOLS

Administration Building - 14 Central Avenue, Lynn, MA 01901 (617) 593-1680

Fax: (617) 477-7303



Office of the Superintendent

December 12, 2000

Dieter Wahl, Director of Education Audits
Massachusetts Department of Revenue
P.O. Box 9655
Boston, Massachusetts 02114-9655

Dear Mr. Wahl:

We have had the opportunity to examine the program audit prepared by the Department of Revenue. The report provides a detailed and comprehensive review of the Lynn Public Schools' fiscal and program activity conducted in accordance with the Massachusetts Education Reform Act. To accomplish their task, the team of auditors examined a multitude of documents, conducted extensive interviews and a survey of all staff, and inspected school buildings. Throughout their stay from mid-April to early July, the auditors were meticulous in reviewing data and presenting findings.

In the interest of accuracy, however, the section on the top of page 3 ought to be modified. Appropriate suggestions for change follow:

"The Superintendent stated that the transfer occurred prior to his appointment as Superintendent."

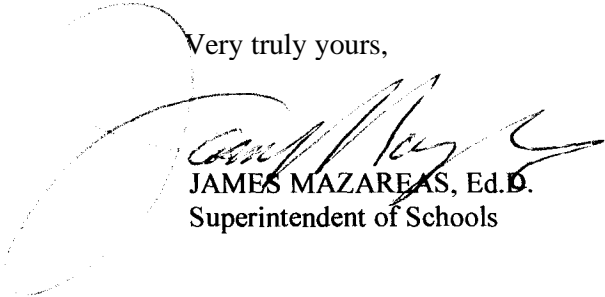
The sentence, "This earned her a \$16,000 raise", should be deleted.

Similarly, the sentence in the first paragraph on page 2 should read:

"At the close of our fieldwork, the Superintendent and the Mayor have gone before the Commissioner of DOE for rulings on certain decisions by the school committee."

We all appreciated the auditors' efforts, as well as their recognition of our dedication in carrying out the demands of educational reform. As you may know, the performance of the Lynn Public Schools on the MCAS has shown continuous progress, particularly this past year. I have forwarded copies of reports describing improvements across the district and at individual schools.

Very truly yours,


JAMES MAZAREAS, Ed.D.
Superintendent of Schools

Pb

